Ontario Ministry of Labour

Ministère du Travail de l'Ontario

IMPROVING HEALTH AND SAFETY IN THE PULP AND PAPER INDUSTRY

REPORT OF THE PROVINCIAL INQUIRY INTO HEALTH AND SAFETY OF WORKERS IN THE PULP AND PAPER INDUSTRY

APRIL 1990

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Victor Pakalnis, Director
Industrial Health and Safety Branch, MOL

MEMBERS

Mr. Andre Foucault, National Representative
Canadian Paperworkers Union, Toronto

Mr. Bob Lavallee, President, Local 528
Canadian Paperworkers Union, Red Rock

Mr. Nick Chasowy, Recording Secretary, Local 105
Canadian Paperworkers Union, Dryden

Mr. Doug McMullan, Senior Vice President
Pulp, Forestry and Wood Products
E.B. Eddy Forest Products Ltd., Espanola

Mr. Bob Martin, Operations Manager
Kenora Paper Division
Boise Cascade Canada Ltd., Kenora

Mr. Bruce Hansen, Mill Manager
Fort William Division
Abitibi-Price Inc., Thunder Bay

Mr. Dave Burrows, Manager, Mill Operations
Thunder Bay Division
Canadian Pacific Forest Products Ltd., Thunder Bay

Mr. Jim Goodison, International Association of
Machinists and Aerospace Workers
Grand Lodge Representative, Brampton

MOL Facilitators/Resource People:

Brock Thomson	Tim Merla
Irvin Bauch	Ed Gulbinas
Astero Patsali	Dan Sweezey

Executive Secretary:

Ed Gulbinas

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Ontario Ministry of Labour
Ministère du Travail de l'Ontario

Occupational Health and Safety Division
Division de la santé et de la sécurité au travail

400 University Ave. Toronto, Ontario M7A 1T7
400 avenue University Toronto (Ontario) M7A 1T7

April 12, 1990

The Honourable Gerry Phillips
Minister of Labour
Ontario

Dear Minister:

On May 30, 1989, a Provincial Inquiry into the occupational health and occupational safety of workers employed in the pulp and paper industry was established by your predecessor, the Honourable Gregory Sorbara, Minister of Labour at that time. This Inquiry has now been completed, and we are pleased to submit our report.

Vic Pakalnis
Chairman

Andre Foucault

Doug McMullan

Jim Goodison

Bob Martin

Bob Lavallee

Dave Burrows

Nick Chasowy

Bruce Hansen

APPOINTMENT OF SECTION 11
TRIPARTITE PULP AND PAPER COMMITTEE

WHEREAS Section 11 of the Occupational Health and Safety Act, 1980, (the Act) Revised Statutes of Ontario, Chapter 321, provides that the Minister of Labour may appoint committees to assist or advise the Minister on matters arising under the Act or to inquire into and report to the Minister on matters that the Minister considers advisable and such authority has been confirmed by Order-in-Council numbered O.C. 2594/80 made the 10th day of September, 1980.

THEREFORE, I, Gregory Sorbara, Minister of Labour, hereby constitute a committee under Section 11 of the Act to be known as the Pulp and Paper Tripartite Committee to advise on matters relating to the occupational health and occupational safety of workers employed in the Pulp and Paper Industry.

I appoint as members of the Committee, to serve without remuneration but with reimbursement of expenses for attending meetings of the Committee for a period expiring the 31st day of December 1989, the following:

Andre Foucault	National Representative Canadian Paperworkers Union
Bob Lavallee	President, Local 528 Canadian Paperworkers Union
Nick Chasowy	Recording Secretary, Local 105 Canadian Paperworkers Union
Jim Goodison	Grand Lodge Representative International Association of Machinists and Aerospace Workers
Doug McMullan	Senior Vice President E. B. Eddy Forest Products
Bob Martin	Operations Manager Boise Cascade Canada Ltd.
Bruce Hansen	Mill Manager Abitibi-Price Inc.
Dave Burrows	Manager CP Forest Products Ltd.

DATED at Toronto this 30th day of May, 1989.

Signed by the Minister of Labour

TERMS OF REFERENCE

PULP AND PAPER TRIPARTITE COMMITTEE ON OCCUPATIONAL HEALTH AND SAFETY MADE PURSUANT TO SECTION 11 OF THE OCCUPATIONAL HEALTH AND SAFETY ACT.

Objective:

To identify needs with respect to the health and safety of workers in the Pulp and Paper Industry and to develop a sector specific action plan to address these needs. In particular the committee shall address itself to:

- commonly accepted accident data base
- training
- research as it applies to health and safety
- safety standards as they relate to preventative maintenance and operating procedures
- hazard identification systems within the sector
- the role, responsibilities and effectiveness of joint health and safety committees
- regulatory initiatives
- MOL role and inspection procedures

Membership:

The committee shall be composed of an equal number of representatives from Management and Labour. The committee shall be chaired by the Director of the Industrial Health and Safety Branch of the Ministry of Labour.

Process:

1) Decisions will be by consensus of the members in attendance rather than by voting. Matters for which no consensus can be achieved will be fully reported to the Ministry of Labour through the Director, Industrial Health and Safety Branch.

2) The Ministry of Labour will provide facilitory support.

3) Observers may be accredited by the committee to attend meetings and provide input, but have no voice in the consensus process.

4) Matters for inclusion on the agenda will be submitted to the chair one month before a scheduled meeting of the committee.

5) Meetings of the Section 11 Committee shall be held on a bi-monthly basis or as required.

6) The Section 11 Committee shall appoint any required technical committee and/or sub-committee by way of consensus as required.

7) The final report of the Committee shall be submitted no later than December 1989.

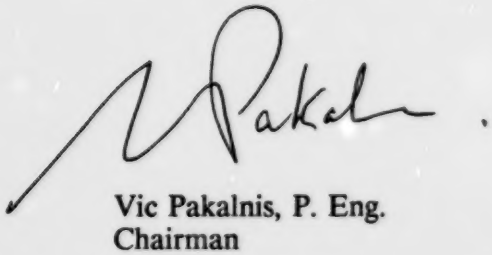
ACKNOWLEDGEMENTS

The Committee wishes to acknowledge the very considerable contributions made by the pulp and paper companies, unions, trade associations, agencies, institutions and individuals that responded to our questionnaires and provided input or assistance.

Thanks are extended to the workers, management representatives, labour representatives and joint health and safety committee representatives of the many pulp and paper operations which the Committee/Sub-committees visited for the frank and open discussion and warm hospitality they extended to us. It was greatly appreciated.

I would also like to express my personal gratitude to the Committee members who generously volunteered their valuable time to develop the recommendations and report. Although our deliberations were stressful at times, and meeting agendas often kept us in committee from 8:00 a.m. till midnight, I am certain that the product of this work will prove valuable to furthering the health and safety of workers in the pulp and paper sector. I know that the drive and determination exhibited by the members of the committee was due to the belief that by working together to determine a common ground (i.e. by achieving consensus) we can improve worker health and safety in this important sector.

Finally, I would like to acknowledge the competent efforts of the Ministry of Labour facilitators Brock Thomson, Administrator - Northern Ontario; Tim Merla, Regional Engineer - Sudbury; Irvin Bauch, Regional Manager - Thunder Bay; and Dan Sweezey, Advisory Services - Sudbury, for their technical expertise and their behind-the-scenes support of the work of the Committee. The executive secretary, Ed Gulbinas, did an admirable job of collecting the wealth of information reviewed by the committee and distilling it into this concise report.



Vic Pakalnis, P. Eng.
Chairman

ACTIVITIES OF THE COMMITTEE

On May 30, 1989, the Minister of Labour appointed the Pulp and Paper Tripartite Committee pursuant to Section 11 of the Occupational Health and Safety Act which grants the Minister power to set up an advisory body to inquire into a specific matter. The mandate of the Committee was to identify and address health and safety needs in the Pulp and Paper Industry.

The following sub-committees were established at the first Committee meeting held June 8, 1989:

Sub-committee 1-Joint Health and Safety Committee:

Nick Chasowy (Labour)
Bruce Hansen (Management)
Dan Sweezey (MOL)

Sub-committee 2-Training:

Bob Lavallee (Labour)
Bob Martin (Management)
Brock Thomson (MOL)

Sub-committee 3-Maintenance/Operating Procedures:

Jim Goodison (Labour)
Dave Burrows (Management)
Tim Merla (MOL)

Sub-committee 4-Accident Statistics:

Andre Foucault (Labour)
Doug McMullan (Management)
Irvin Bauch (MOL)

Meetings of the Committee were also held on August 8-9, September 6-8, October 25-26 and November 28-30. In addition to these meetings, each sub-committee met as determined by their own work schedule. Sub-committees provided progress reports at each of the main committee meetings.

Members were encouraged to conduct their own investigations/research and obtain advice from appropriate parties as deemed necessary.

Plant visits were made to various mills in order to get a representative picture of the state of health and safety in the Pulp and Paper Industry. Committee members took this opportunity to meet with Joint Health and Safety Committee

(JHSC) members to get input from people on the shop floor.

A work plan which included development and distribution of a questionnaire to work places was completed and reviewed by the Committee.

Questionnaires and all other correspondence were sent to the plant manager as well as the worker and management co-chairmen of the joint health and safety committee, in separate envelopes. The only stipulation as to who should complete the response was that the person be knowledgeable of the operation.

Responses required the signature of the co-chairmen, or a management representative and a worker representative from the workplace, indicating joint knowledge and agreement to the questionnaire responses. Further, the Committee agreed that while only one questionnaire response was requested from each company, any disagreements between management and labour representatives should be noted on the response. The chairman's follow-up letter encouraging companies to return their response emphasized this point.

Each sub-committee visited certain facilities to obtain additional information following a review of the information provided through their questionnaire. Clarification regarding responses were also sought by telephone.

The sub-committees received many responses. Appendix 2 contains a list of those who responded. This information was used to assist the Committee in developing the final report including recommendations to the Minister of Labour.

The following report represents the work and findings of the Pulp and Paper Tripartite Committee. It was developed by consensus, thus, it is presented with the unanimous agreement of its members.

This report and recommendations were developed within the mandate of the existing Occupational Health and Safety Act, R.S.O. 1980, Chapter 321. Recommendations and discussion found herein should not be construed to support nor criticise various aspects of legislation proposed by Bill 208.

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INTRODUCTION

In response to an abnormally high number of fatalities in the pulp and paper industry (i.e. 4 prior to the appointment of this committee), a Tripartite Committee was appointed to identify the needs of the industry and to make recommendations on improving health and safety in this sector.

Labour and Management groups, as well as the MOL are concerned that the recent deaths represent a worsening of accident and fatality trends. What is the cause of these deaths?

Fatalities in 1989 prior to appointment of this Tripartite Committee include:

- April 21, 1989, Mr. Denis Ladouceur of McMillan Bloedel Ltd., Sturgeon Falls, sustained fatal injuries while attempting to repair a jam on a compression strapper.

- April 21, 1989, Mr. Real Boudreau of Domtar Inc., Red Rock, died as a result of burn injuries.

- May 1, 1989, Mr. Larry Neufeld of Canadian Pacific Forest Products, Dryden, was crushed when a fork lift truck tipped over.

- May 10, 1989, Mr. Guy Deschaines of Malette Kraft Mill, Smooth Rock Falls, was crushed by hydraulic cylinder of dump truck.

On May 30, 1989, the Minister of Labour appointed the Pulp and Paper Tripartite Committee pursuant to Section 11 of the Occupational Health and Safety Act. The mandate of the Committee was to identify and address health and safety needs in the Pulp and Paper Industry and to provide recommendations to the Minister by December 1989.

The Committee consisted of four Labour and four Management representatives from the Pulp and Paper Industry and was chaired by the Director of the Industrial Health and Safety Branch of the Ontario Ministry of Labour. Sub-committees were established to focus on and to address specific issues in this Industry such as training, maintenance and operating procedures, the role and responsibilities of Joint Health and Safety Committees, and the methods of reporting and collecting accident/injury data. The sub-committees worked closely with the member companies in the Industry to collect information.

Two additional deaths occurred in this sector in 1989:

- June 9, 1989, Mr. Paul Deschenes of Levesque Plywood Ltd., Hearst, died as a result injuries likely received due to a fall.

- August 3, 1989, Mr. Tom Moyle of E.B. Eddy Forest Products Woodroom Division, Espanola, died when an out of control man lift rolled down an embankment throwing him out of the machine and rolling over him.

These fatalities were accepted by the Workers Compensation Board as falling within rate group 023 which is defined as pulp and paper mills, paper mills, pulp mills, corrugated-paper or fibreboard box or case plants, and fibre board plants. It should be clear that there were other fatalities in related industries. Some of these rate groups/industries are: rate group 001 for lumbering, logging, bark peeling, river driving, hauling of logs, etc,; rate group 008 for lath-mills, sawmills, shingle-mills, etc.; rate group 012 for manufacture of veneer, veneer articles and plywood; rate group 405 for wood preserving operations, etc.

The Committee addressed items in the terms of reference (please see Section 1 of this report). Recommendations are grouped by sub-committee.

PULP AND PAPER INDUSTRY IN ONTARIO - A BACKGROUND

Economic Impact on Ontario

Many communities in northern Ontario, such as Iroquois Falls, Kapuskasing and Dryden, are dependent on pulp and paper mills for their economic viability. Larger communities, such as Thunder Bay, still consider pulp and paper mills a significant contributor to their economic and employment base. (Source: Anderson and Bonsor, "The Ontario Pulp and Paper Industry: A Regional Profitability Analysis", Ontario Economic Council, 1985)

Total value of pulp and paper produced in Ontario in 1986 was $3,670,000,000. This represents about 2.7 percent of all manufacturing. More than half of the products in this sector are exported. In 1985, $2,100,000,000 in goods and services were exported.

About 2 percent of the total raw materials and supplies consumed in manufacturing industries in Ontario go to this sector. This represents about $1,640,000,000.

Pulp and paper mills use about 12% of all fuels and electricity consumed in Ontario. Total cost for fuels and electricity was about 352,000,000 in 1986.

In 1986, the pulp and paper sector's direct contribution to Ontario's Gross Domestic Product (GDP) (i.e. value added) was $1,700,000,000. This represents about 3.1 percent of the total for the manufacturing sector.

(Statistics Source: Statistics Canada, Canadian Forestry Statistics, cat. 25-202, annual. Manufacturing Industries of Canada, cat. 31-203, annual.)

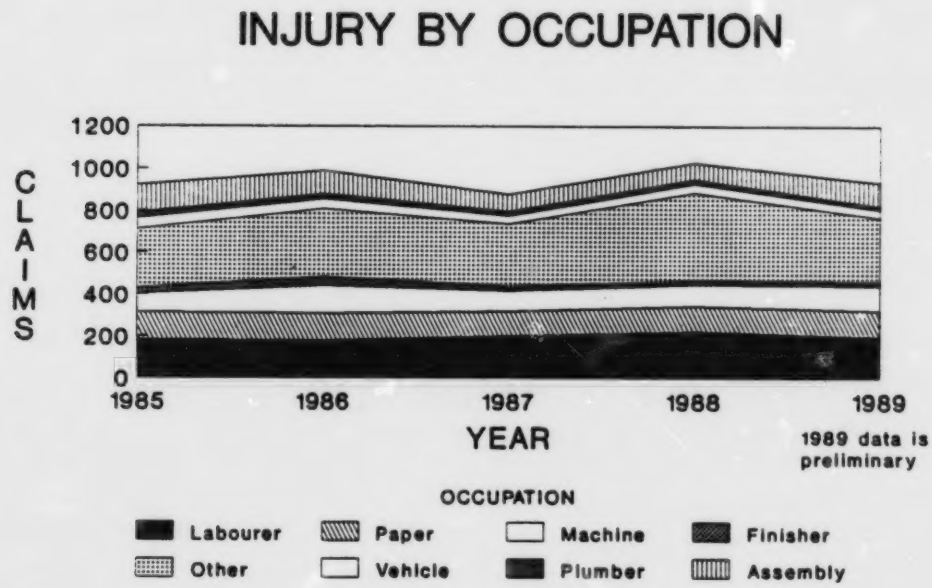
Employment

Standard Industrial Classification 271 for 1986 report 35 Ontario pulp and paper mill establishments with about 20,000 employees. This represents 2.2 percent of employment in the manufacturing sector. Of this total, 15,300 are employed as production workers.

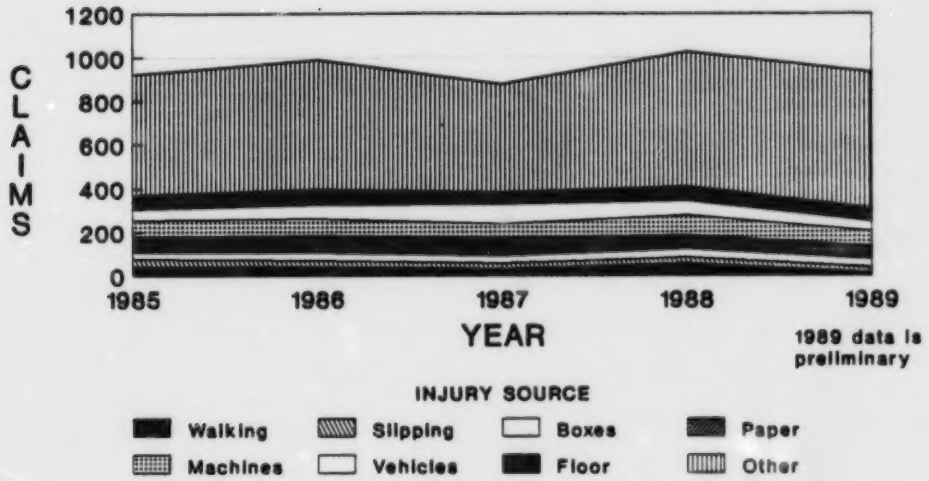
Employment in the pulp and paper industry has steadily declined in the 1980's, while the number of establishments has remained fairly constant. Employment decreased by 16.5% between 1980 and 1986.

INJURY STATISTICS

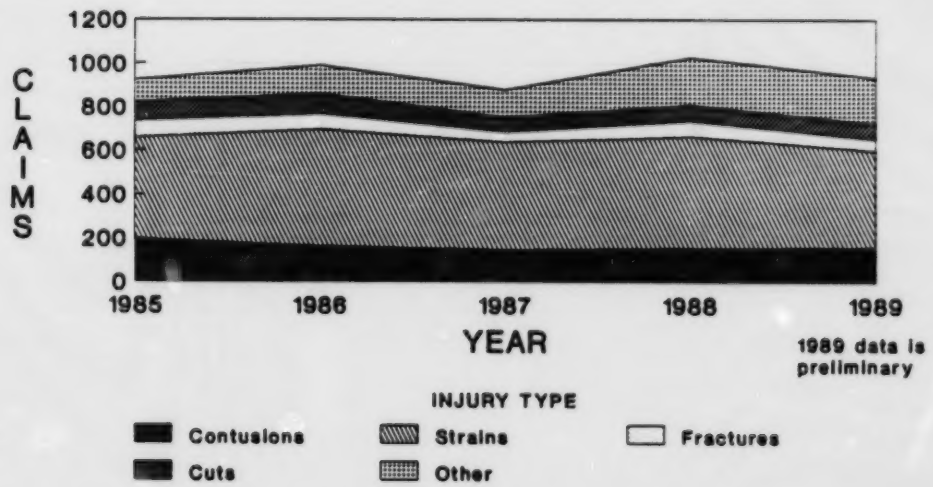
Workers Compensation Board data based on the year that first payment was received is presented on the following pages for the pulp and paper industry (i.e. rate group 023).



INJURY BY SOURCE

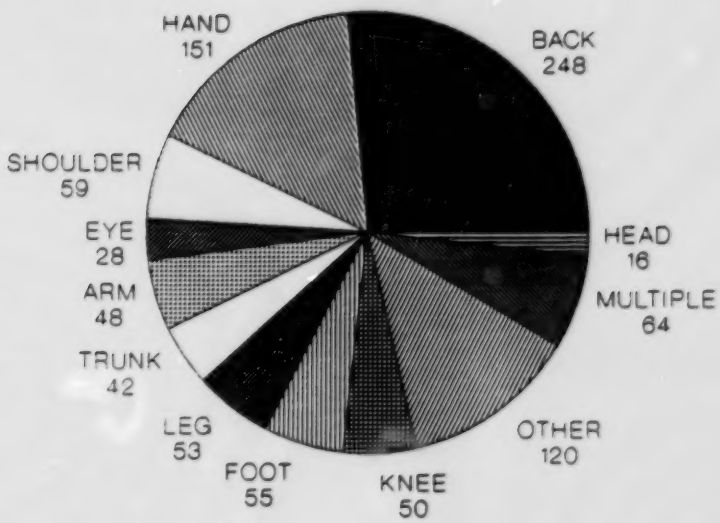


INJURY BY TYPE



INJURY BY BODY PART

1989 preliminary data



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TRAINING

Introduction

Mr. Henk Demeris and Dr. Abate Abate of the Ministry of Skills Development (MSD) spoke to the Committee regarding modular apprenticeship training programs. MSD develops training programs and standards in collaboration with Labour and Management.

A study of factors that influence health and safety conducted by Laval University in Quebec, revealed that training is the second most important factor in accident prevention (the most important factor was reported to be the type of management organization and commitment to safety). The Burkett Commission report notes that modular training in the mining industry contributed to a 20% reduction in accidents while concurrently showing increases in productivity.

The Training Sub-committee noted that a strong management commitment is essential to the delivery of best possible training for all workers. Management's active support and participation, combined with a clearly defined policy statement, are essential to a good health and safety training program. This policy statement (which should be jointly developed and issued where there is a union) can form part of the overall health and safety commitment of the workplace, and should be incorporated into the business plan for the operation.

Recommendations of this sub-committee follow:

RECOMMENDATION #1 Management Policy Statement

That Management, through clearly defined statements and action, demonstrate their commitment to providing the best possible training in health and safety.

RECOMMENDATION #2 JHSC Involvement

That the JHSC (i.e. committee as set out in Section 8 of the Occupational Health and Safety Act) recommend:

(a) the development of training programs for health and safety;

(b) periodically review same; and

(c) the vehicle to be used in providing these programs.

RECOMMENDATION #3 Joint Programs

That training programs be joint Management and Labour programs, when applicable, to ensure that both supervisors and workers receive similar training.

RECOMMENDATION #4 Training in the Act

That training on the Occupational Health and Safety Act and regulations be provided to all employees to ensure a clear understanding of the responsibilities and rights of the employer, supervisors and workers in a workplace.

RECOMMENDATION #5 Health and Safety Part of All Training Programs

That all training programs include health and safety as an essential component.

RECOMMENDATION #6 Selection of Trainers

(a) For purposes of health and safety training, trainers should be selected from among supervisors and workers. Selection should be such that worker trainers be selected by the workers they are to train or where there is a trade union or trade unions representing such workers by the trade union or trade unions. The method of selection of trainers should be agreed upon by Management and Labour.

(b) That trainers selected from both supervisors and workers will be provided with the best possible training to act as trainers. Where applicable, training should be carried out with joint supervisor and worker trainers.

RECOMMENDATION #7 Funding for Training

That the allocation of the necessary funding and commitment to training should be an integral part of the business plan for the operations.

RECOMMENDATION #8 Evaluation of Training

That all training be evaluated to determine that the training is the best possible, and to assist in determining the need for refresher training.

JOB SAFETY ANALYSIS

Operations that use job safety analyses as a key to improve the quality of training tend to be more successful.

RECOMMENDATION #9 Job Safety Analysis

That a job safety analysis be carried out to assist in the development of the best possible training programs for all job functions.

TRAINING BASED ON IDENTIFIED NEEDS AND PREVIOUS TRAINING

The sub-committee found that within a particular company, some departments may receive excellent training while others may receive little or no training. This recommendation is to ensure that appropriate training be provided to all departments.

RECOMMENDATION #10 Training Based on Identified Needs and Previous Training

That the training needs for all departments be established. Training records for each worker should be maintained.

RECOMMENDATION #11 On-the-job Training

That "on-the-job" training of workers be provided by trained personnel to ensure that workers are knowledgeable of all workplace hazards related to the performance of the work.

RECOMMENDATION #12 Training

(a) Both groups agree that this industry, its constituent companies and the individual employees need and deserve the best possible training programs in the field of health and safety and the best possible delivery mechanism for these programs.

(b) The development of the programs and the delivery system must be focused on improving health & safety training for the Joint Health and Safety Committee members and all workers, such programs must be free from bias of the parties involved.

(c) **In the spirit of "jointness", a Joint Advisory Board will be formed to determine program components (i.e. modules), module content and the delivery mechanism. The composition of this Board shall be 50/50 Labour/Management and will be formed by a new mandate from the Minister of Labour with each party selecting their respective candidates. Positions taken by this board will be through consensus. The Board will undertake as its first priority a curriculum for Joint Health and Safety Committee Training. This program will be completed no later than September 1, 1990. At the Minister's option, the Joint Advisory Board would be reconvened to review further programs as suggested by either party. The Board's existence would be subject to review in light of any developments which may arise through legislation.**

(d) **The Joint Advisory Board, with appropriate outside support, will determine program content and will call for proposals for module development and delivery. This will be an open competition with The Workers Centre being a prime candidate, as well as the sectoral safety association and other third party agencies.**

(e) **The Joint Advisory Board will determine the "Best" training modules and endorse their implementation as the industry standard.**

(f) **The activities of this Joint Advisory Board (eg: meetings, accommodation, resource people, related costs, etc.) will be funded by the Ministry of Labour.**

JOINT HEALTH AND SAFETY COMMITTEES (JHSC)

Introduction

Whether or not a joint health and safety committee functions as intended by the legislation depends on Management's enthusiasm and sincerity for achieving this result. JHSCs can be an effective tool in improving health and safety. However, these committees can only recommend health and safety improvements. A good internal responsibility system is needed to ensure that recommendations are implemented, as appropriate.

The fact that some JHSC members hold positions in the union or management was found not to affect the functioning of the JHSC as previously suggested. People can wear two hats. It is far more important to ensure that the person selected for the JHSC is the best person for the job, than it is to be concerned with that person's affiliation. Labour/Management representatives have been found to be sufficiently mature to operate within the mandate of the JHSC.

Ministry of Labour, Advisory Services staff use a document entitled "Guidelines for the Structure of the Joint Health and Safety Committee as Agreed Between the Employer and the Worker Organization" to assist them in their efforts to establish effective Joint Health and Safety Committees. This document (see Appendix 4) is a "gentleman's agreement" (i.e. not legally binding) which provides guidelines for JHSCs to follow.

RECOMMENDATION #13 JHSC Guidelines

That JHSCs establish a joint policy, that may incorporate company and labour safety and health policies, from which they will set up guidelines for the operation of the JHSC.

RECOMMENDATION #14 JHSC Training

That a Joint Advisory Board of Labour and Management representatives develop a JHSC training program for the pulp and paper industry in order that all such committees have the same training. This training should also be delivered by both parties.

RECOMMENDATION #15 Frequency of JHSC Meetings

JHSCs shall meet once per month at the workplace. The JHSC may meet more often in a given calendar month if requested by a member the JHSC and the co-

chairpersons concur with the request.

RECOMMENDATION #16 Union Representation - Jurisdiction

(a) A JHSC shall consist of at least four (4) persons of whom at least half shall be workers who do not exercise managerial functions, to be selected by workers they are to represent or, where there is a trade union or trade unions involved, by at least one (1) person from each Local, to represent those workers. At no time will representatives exercising managerial functions exceed half of the members during JHSC functions.

(b) That union jurisdiction be recognized when JHSC members are named and that unions with contracted jurisdiction in a workplace be required to participate on JHSCs.

RECOMMENDATION #17 Alternates

All parties will appoint alternates to replace regular JHSC members, when such members are unable to fulfil their required functions.

RECOMMENDATION #18 Minutes

Minutes of JHSC meetings shall be reviewed and signed by both co-chairpersons, and distributed to all JHSC members within seven (7) calendar days of a meeting.

RECOMMENDATION #19 Posting of Minutes

Approved JHSC minutes shall be posted by the employer in such places so all workers in the workplace may review them.

RECOMMENDATION #20 Management Response to JHSC Recommendations

That senior management respond to a recommendation(s) of the JHSC prior to the next meeting. If a recommendation is rejected, the reasons will be outlined in the written response.

RECOMMENDATION #21 Incident Investigation

That JHSC members should investigate all incidents that have potential for serious injury as defined by the JHSC.

RECOMMENDATION #22 Worker Training

That the JHSC review all training requirements regarding health and safety, and make recommendations to senior management for training programs.

RECOMMENDATION #23 Worker Access to JHSC Members

That all JHSCs review worker access to committee members during working hours to ensure full access.

RECOMMENDATION #24 Loss of Wages/Repri[illegible]

A worker or workers shall not be penalized in any fashion, including monetary, because of participation in, or being affected by, a work refusal until that work refusal is resolved per Section 23 of the Occupational Health and Safety Act.

RECOMMENDATION #25 Internal Responsibility System

The JHSC will review and assist in the internal responsibility system in each workplace to ensure individual and group concerns are dealt with as quickly as possible.

EQUIPMENT MAINTENANCE & OPERATING PROCEDURES

Introduction

When an accident or incident occurs it is essential that a thorough investigation be carried out to determine if corrective action can be taken to prevent a similar occurrence. Those workers affected should be involved in the investigation and be made aware of the circumstances and what preventative measures are to be taken.

The survey showed that 1/3 of the respondents did not post written investigation reports for incidents or accidents, and 15% did not involve maintenance or operating workers in their investigations.

It was also found that only 50% of mills had a regularly scheduled safety meeting at least once per month, 25% had four meetings or less per year, and in some cases no meetings were held.

A regularly scheduled safety meeting is an opportunity for the work force to discuss their safety concerns, and a time at which all workers can be instructed on pertinent safety items, critical issues can be reviewed, and incidents, both in the mill and industry wide, can be discussed.

RECOMMENDATION #26(a) Safety Meetings

Each employee should receive a minimum of one safety meeting per quarter and preferably once per month. Meetings should take place during regular working hours unless otherwise agreed to by the parties at specific work locations. Attendance for these meetings should be mandatory with exceptions for vacation, sickness, or similar reasons only.

- **The regular meeting should address safety topics such as escape routes as well as common hazards or new information regarding safety in the workplace.**
- **Employee attendance and topics discussed should be recorded and kept on file.**
- **Senior supervision (superintendent or higher) should attend a minimum of 3 of the planned safety meetings per year.**

RECOMMENDATION #26(b) Safety Review and Instruction

In addition to regular meetings, supervisors conduct a planned personal safety

contact with every employee on a regular basis during working hours. These planned contacts should be recorded.

RECOMMENDATION #26(c) Communicating Findings of Accident Investigations

In addition to accident investigations undertaken by the Joint Health and Safety Committee, all incidents, including near misses, as well as all accidents resulting in injury or equipment damage should be investigated by management, maintenance and operating workers involved in the work area.

- **Findings of these joint investigations should be in writing, provided to the JHSC and posted in a location visible to all workers. They should also be discussed at the planned safety meeting.**

Emergency Plan

Pulp and paper mills are often located in remote areas and are almost always adjacent to towns or populated areas. The possibility exists for a large scale accident or emergency which could include the community as well as the mill (e.g., fire, explosion, chemical spill). It is essential that both mill personnel as well as the community be prepared to handle such an emergency.

The questionnaire revealed that only 50% of mills conducted some form of emergency drills, while only 25% had an emergency preparedness plan in place.

While all those surveyed provided training in basic first aid to all supervisors and most workers, only 1/3 provided advanced first aid training to their personnel.

RECOMMENDATION #27 Emergency Plan

A written emergency preparedness plan should be prepared and implemented within the workplace. Community resources (e.g., police, fire department, hospitals) should be consulted and utilized as required in the plan.

- **The emergency preparedness plan should be reviewed regularly with all employees and the emergency systems tested annually.**

- **Supervisors and workers should receive training in basic first aid procedures. In addition, designated personnel should receive advanced first aid training in techniques such as C.P.R. or other requirements specific to the mill.**

Procedure to Resolve Safety and Health Concerns

In order that unsafe conditions in the workplace can be eliminated they must first be identified and reported to the appropriate level of supervision. They must then be given a high priority and adequate funds and manpower provided to correct them before injury occurs.

20% of those surveyed had no formal means other than the JHSC to receive and follow up workers safety concerns. 12% did not give safety jobs highest priority, 20% did not provide adequate manpower to complete safety work, and 4% did not provide adequate funds. Although these percentages are low, and the committee recognizes the need to produce at competitive costs, they should ideally be 0%.

It was also found that when a major job or maintenance shutdown occurred, 18% of mills did not plan and review the work to be performed with the work force involved.

RECOMMENDATION #28 Procedure to Resolve Safety and Health Concerns

Further to section 17 of the Occupational Health and Safety Act, a formal means (e.g. hazard report) by which workers safety concerns can be received and followed up by supervision should be implemented within the mill. All workers should be made aware of this process and it should be used to resolve safety concerns before they reach the JHSC if possible.

- **All safety related work should be brought to the attention of management immediately. Safety related jobs should be given a high priority and sufficient manpower and money made available to complete them quickly.**

- **Large jobs or maintenance shutdowns should be thoroughly planned and safety and job procedures reviewed with all affected employees before commencing work.**

Written Job Procedures and Job Safety Analyses

In order for a worker to perform his job correctly and thereby safely, written operating procedures and safety instruction must be available to him. From the survey it was found that written job procedures or task analyses were not available for 40% of maintenance workers and 18% of operators. As well, confined space and vessel entry procedures were not prepared in a number of cases and checklist for entry were not used by more than 1/4 of mills.

For entry to a confined space to be safe the minimum requirements of the regulations for industrial establishments, as well as additional local requirements,

must be assured.

It was noted that all who responded indicated that they had a written lockout/tagout procedure. While this is encouraging, serious injuries continue to occur because of failure to lock or tag out equipment. This highlights the fact that written procedures are not effective without training and periodic review.

RECOMMENDATION #29 Written Job Procedures and Job Safety Analyses

Job procedures and job safety analyses should be written and available for all jobs performed by maintenance and operating workers.

- **Written safety procedures should be readily available for critical tasks involving hazardous materials or equipment and should be reviewed with workers regularly.**

- **Confined space or vessel entry procedures should be available in writing. A checklist should be used before entry and signed by the responsible parties.**

- **Operating instructions should be written for any new equipment which is installed. Operators should be fully trained and familiar with the safety features and operating instructions before using new equipment.**

- **Safety and task procedures should be reviewed with maintenance workers before they service or repair new equipment.**

Equipment Inspection

The failure of or poor condition of equipment, both fixed and mobile, is a common cause of injury in the workplace. This equipment is generally operated on a continuous basis by a number of different operators. Each operator must take responsibility for the equipment he is to operate, ensuring it is in good working condition before he uses it or before allowing others to use it.

From the responses it was determined that a majority do inspect their equipment regularly, although 45% do not use a checklist for fixed equipment and 17% do not use a checklist for mobile equipment.

Without a checklist, it cannot be ensured that regular inspections are being carried out, and that critical components are being checked. Furthermore, the inspections serve no purpose unless provisions are made to report deficiencies and have them corrected.

RECOMMENDATION #30 Equipment Inspection

Equipment operators should visually inspect their equipment daily. A checklist should be used if practicable to ensure the inspections are properly carried out. A system should be in place by which the operator can report and have corrected any deficiencies found during this inspection.

- **Fixed equipment (e.g., digester, paper machines, presses) and mobile equipment should be inspected by the operator before use each shift. A checklist should be used for this inspection. A regular inspection of mobile equipment should also be carried out and necessary servicing and repairs made. Records of these inspections and service and repair should be kept.**

Special Equipment Requirements

The nature of the pulp and paper industry is such that there are certain areas and equipment which are inherently hazardous, as well as substances that, due to their chemical or physical properties, are dangerous to store and handle. Through the use of specialized equipment and procedures the associated risks can be greatly reduced or eliminated.

Specialized equipment such as air movers and auxiliary lighting, as well as readily available spare parts for equipment critical to safety were not provided by 15% of the respondents.

Half of those surveyed did not have all pipes and vessels with hazardous contents identified, while 15% did not provide a common or standard method by which equipment could be identified by all personnel in the mill.

RECOMMENDATION #31 Special Equipment Requirements

Specialized equipment such as auxiliary lighting, ground fault interrupters and portable air movers should be available as required for use in hazardous areas.

- **Spare parts should be on hand for equipment such as ventilation fans which are critical to safety. A contingency plan should be in place in the event a failure of the critical equipment occurs.**

- **All equipment, vessels, buildings, etc. in the workplace should have a common numbering or identification system such that they can be readily identified by all mill personnel.**

- **As per Section 66 of the regulations for industrial establishments and appropriate WHMIS regulations, all pipes, tanks and vessels with hazardous**

contents (chemical, pressure, temperature) should be identified.

Contractor Health and Safety

Contractors are used occasionally to supplement the work force at pulp and paper mills or to provide specialized skills or services. These contractors may have no experience in the pulp and paper industry and are not familiar with the workplace which increases the possibility of injury. They may require specific training in safety procedures and additional supervision to reduce this risk. Results from the questionnaires indicated that 28% of mills did not give safety training to contractors before they commenced work, 18% of contractors did not follow all mill safety procedures, and 15% did not receive supervision by mill personnel.

RECOMMENDATION #32 Contractor Health and Safety

When contractors or casual labour is to be used, they should receive safety orientation by qualified mill personnel before beginning work.

- **When performing their work they should comply with all safety regulations and mill safety procedures. They should be periodically inspected by mill personnel to ensure that they are working safely.**

Personal Protective Equipment

The wearing of personal protective equipment (PPE) is a well recognized means to reduce injuries. From the survey it would appear that the use of hard hats, safety glasses, safety footwear and gloves is generally good. In addition, all respondents claimed to provide specialized PPE as required for specific jobs and either paid for or subsidized the standard PPE required to be worn by their workers.

It was noted, however, that three mills did not require the wearing of safety glasses at any time, while most required them to be worn in specified areas only. The wearing of safety footwear was similar to that for glasses, required in specific areas only. Two mills, in fact, did not require maintenance workers to wear safety footwear at any time.

The nature of the pulp and paper industry is such that the possibility of eye or foot injury is always present. Furthermore when PPE is only required in specified areas personnel become complacent about its use and enforcement of company policy is more difficult.

RECOMMENDATION #33(a) Personal Protective Equipment

In consultation with the JHSC, work areas should be designated respecting mandatory use of eye, foot and hearing protection, etc. and these requirements should be strictly enforced.

RECOMMENDATION 33(b) Working Alone

The personal protection of employees working alone be ensured through a means of communication (e.g., two-way radio, telephone) or by a check-in procedure. The JHSC should review work tasks performed alone to provide recommendations concerning tasks or work areas where working alone should be avoided.

Equipment Modernization

Many pulp and paper mills are operating with equipment that has been in place 40 years or longer. Advances have been made in technology and machine and equipment design since that time. It is now possible to eliminate some hazards by implementing these advances through sound engineering and design.

Similarly, instrumentation and process controls have changed rapidly to the point that many processes can be accurately controlled from a remote area. The use of Distributed Control Systems, and Programmable Logic Controllers allows the operator to work from a safe location and eliminates his exposure to the hazards which are present in the process.

Three mills which have individually spent millions of dollars on modernization in recent years were contacted. All have recorded significant reductions in injuries (as high as 50%) since modernizing, and while this may be attributed to many new safety policies and programs implemented within the mills, all felt that the modernization was a major contributing factor.

The upgrading of equipment and controls is costly, however, the payback in reduced lost time injuries coupled with more efficient production can make it a worthwhile investment.

RECOMMENDATION #34 Equipment Modernization

Modernization of mill equipment, processes, and control systems should be investigated to determine if a safer workplace can be achieved. The upgrading of mill personnel should also take place in order that new technology is understood by those who use it so that it is operated safely. This may require extensive training of existing workers as well as the hiring of new technical people.

PERSONAL PROTECTIVE EQUIPMENT

There are times when engineering controls:

- either do not exist or cannot be obtained;
- are not reasonable or not practicable under the circumstances;
- are rendered ineffective because of a temporary breakdown of such equipment; or
- are ineffective to prevent, control or limit exposure because of an emergency.

In these cases, use of personal protective equipment (PPE) is a well recognized means of protecting workers from exposure to hazards.

Survey results indicate that most mills require some workers to use hard hats, safety glasses, safety footwear or gloves. However, three mills do not require the wearing of safety glasses at any time, while most others required them to be worn in specified areas only. Similarly, wearing of safety footwear was required in specific areas only. Two mills, in fact, did not require maintenance workers to wear safety footwear at any time.

In addition, all respondents reported that specialized PPE was provided as required for specific jobs. Employers either paid for or subsidized the purchase of this equipment.

Enforcing policies that require use of basic PPE such as eye and foot protection in certain areas only was found to be more difficult that enforcing these policies throughout the workplace.

SUCCESSFUL HEALTH AND SAFETY EFFORTS

Committee members suggested that a report of successful efforts may prove useful to others in gaining insight into what activities work well to improve health safety.

Two basic principles must be present in order to achieve a high standard of health and safety:

a) a demonstrated commitment from the top down; and

b) involvement of people.

Safety must be part of a corporate policy statement. Commitment to health and safety must be demonstrated daily through an extensive system of health and safety sub-committees.

Joint Health and Safety Committees as legislated by the Occupational Health and Safety Act are only one part of a program. A far more extensive framework than required by the legislation must be established in both the staff and line function areas to address health and safety concerns.

Depending on the location, staff function sub-committees may exist for: hygiene and industrial health, off-the-job safety, rules and procedures, promotion, emergency response, etc. These committees could report to a central Joint Health and Safety Committee. Minutes of all committee meetings should be posted in the workplace.

Within the line organization each department should have a safety and health committee that would meet regularly. In addition, ad hoc committees could be created to resolve particular concerns. Normally concerns would be resolved before they need to be addressed by the central Joint Health and Safety Committee. This would result in participation from a large percentage of workers and, thus, increase awareness regarding health and safety.

CHECKLIST FOR SUCCESS

Top management commitment to health and safety

- Corporate Policy Statement [ ]
- Budget provided for health and safety [ ]
- Safety performance discussed in the Corporate boardroom. [ ]
- Safety record in Annual Report. [ ]

Direct responsibility for health and safety from top to bottom of line organization [ ]

Open and supportive atmosphere [ ]

Good Labour/Management relationship regarding health and safety [ ]

Strong training programs established [ ]

Assess hazards and training requirements for new technology before introducing into workplace [ ]

Prompt response by management to Joint Health and Safety Committee recommendations [ ]

JHSC minutes shared with workers [ ]

All accidents/incidents investigated by worker and management representatives [ ]

Accident statistics shared with workers [ ]

Worker complaints investigated seriously [ ]

SAFETY INCENTIVE PROGRAMS

Incentive programs in use are essentially of two types:

- o those offered before safety performance occurs; and
- o those provided afterwards as recognition of meritorious safety efforts.

Two common viewpoints regarding use of safety incentive programs offered before the performance occurs are:

1) Safety incentives are a deterrent to reporting of accidents. This is primarily due to peer pressure to ensure that awards, which may have substantial monetary value, are not lost.

2) Incentives are useful to promote safety. They raise awareness and focus attention on safety.

After a thorough review of the pros and cons of incentive programs, Committee members reached consensus that recognition after-the-fact is preferable and far more effective in acknowledging good performance than incentives used to "bait" workers.

The best programs are those that involve workers in hazard identification and result in improved communication regarding potential hazards.

OVERTIME WORK

Committee members were concerned that there may be a link between long hours worked and health and safety of workers.

Long hours of work increase fatigue and exposure to hazards. They also reduce the body's recovery time from health hazards (e.g., toxic chemicals) and physical exertion. Overtime work may also require that a worker perform work with which he or she is unfamiliar.

Following considerable review of the literature, no clear relationship was found between overtime work and health and safety of workers. This finding supports the conclusions reached in the report entitled "Working Times" which was commissioned by the Ontario Task Force on Hours of Work and Overtime.

MODIFIED WORK

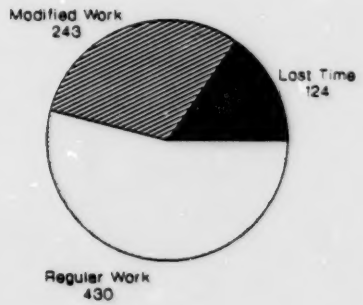
Introduction

"Modified work" or "light duties" are terms used to describe work tasks which may be performed by injured workers. For example, where a worker has a sprained ankle, an employer may offer the employee a task which is performed while sitting.

Advantages of modified work to an employer include reduced compensation costs (the worker returns to work earlier) and improved injury statistics. Disadvantages include reduced productivity and overtime or hiring costs for the original work task.

Advantages to the injured worker include a quicker return to normal pay and working conditions. Disadvantages include being coerced to return before the worker is willing or able to do the job, being assigned to meaningless tasks, being assigned to tasks viewed as punishment for being injured.

In response to a questionnaire distributed by the Accident Statistics Sub-committee, it was determined that out of a total of 803 medical aid injuries reported by the 16 mills, 124 (15%) were sufficiently severe to become lost time injuries. 243 (31%) medical aid injuries were less severe, thus, allowing the worker to continue to work but still sufficiently severe to prevent the worker from performing his or her regular work. In 430 (54%) of medical aid cases, the worker returned to his or her regular duties (please see following graphic).

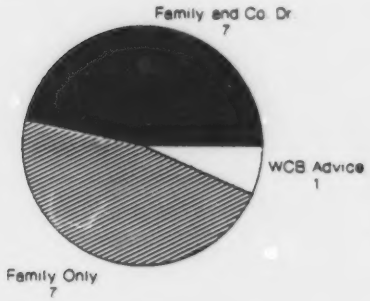


MEDICAL AID SEVERITY

TOTAL = 803

Methods used to determine suitable modified work for injured workers are outlined in the pie chart below:

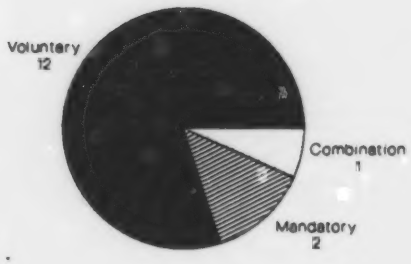
BASIS THAT MODIFIED IS DETERMINED



15 OUT OF 16 OFFER MODIFIED WORK

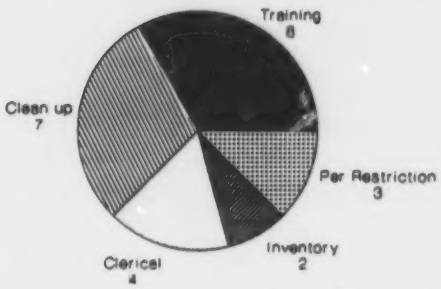
Methods of implementing a modified work program are outlined below:

MODIFIED WORK IMPLEMENTATION



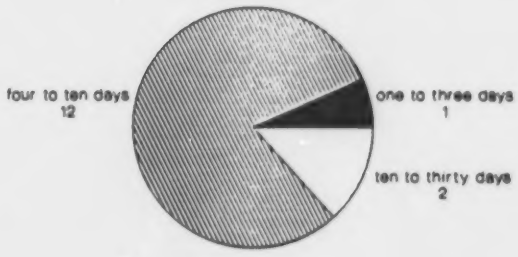
Examples of modified work tasks offered to injured workers include:

Modified Work Tasks



Average time workers spend on modified work programs was reported as follows:

Time on Modified Work Tasks



HEALTH AND SAFETY ORGANIZATIONS

The following organizations have been used as an occupational health and safety resource by the pulp and paper industry.

Ontario Pulp & Paper Makers Safety Association (OPPMSA):

The Association provides sector specific training programs and consulting services to the Industry, as well as, upon request, customizing training to meet the specific needs of a member firm.

Mr. James G. Graves is General Manager and Secretary Treasurer of the Association which operates on an annual (1990) budget of 897,000 dollars. The staff totals ten our of which seven are full time field consultants and trainers

Training programs are developed in consultation with member firms, sister associations, outside consultants and such other sources as deemed effective.

All OPPMSA's programs (14 in number) have been reviewed and, where necessary, re-written and updated to ensure that they deal with health and safety only and are relevant to the 90's.

The Association has an excellent data base and a highly efficient communication system. This ensures that member firms are instantaneously informed on any and all matters which can impact upon their health and safety programs. The Association provides monthly, very detailed statistics, as well as information on all current health and safety issues.

Workers Health and Safety Centre (WHSC):

The WHSC incorporated itself in 1987 as a labour driven delivery agency of the Workers' Compensation Board. Since that time, the Centre has become a major source of health and safety training to workers in Ontario.

In 1987, the WHSC developed and delivered a 36-hour training program on Designated Substance Regulations that was delivered to 400 Ministry of Labour inspectors by a group of 12 inspectors who also received a 40-hour instructor training program.

The WHSC has trained over 1,500 volunteer worker instructors who have provided training to over 200,000 workers.

The Centre offers a Level 1 30-hour Health and Safety Basic Program, a Level 2 30-hour Health and Safety Committee Program, a Level 2 30-hour Health and Safety Law Program, a 30-hour Occupational Stress Program, and a 60-hour Instructor Training Program. As well, the Centre has initiated generic 8- and 16-hour health and safety programs which include: the Coroner's Act and Inquests; WHMIS Right-to-Know; AIDS in the Workplace; Transportation of Dangerous Goods; and, Repetitive Strain Injury and Back Injury. These modules will soon be available in French. The Level 1 30-hour Health and Safety Basic Program is also available in six sector-specific versions.

The WHSC operates six regional offices located in Cambridge, Hamilton, Kingston, Sudbury, Thunder Bay and Toronto. Programs and services are delivered through 40 District Labour Councils.

Mr. Clarence MacPherson is Executive Director of the WHSC. According to Mr. MacPherson, the Centre follows the philosophy that workers are best trained by their co-workers. WHSC efforts are aimed at developing a trainers who can train the workplace parties and to promote a consensus-building atmosphere.

A sector-specific program for the Pulp and Paper Industry will be available by the Spring of 1990.

Industrial Accident Prevention Association (IAPA)

The Industrial Accident and Prevention Association fulfils its mandate by helping member firms integrate safety and health through an effective system of safety management. It is funded by assessments levied on 65,000 manufacturing and retail firms which employ 1.4 million workers.

Workers and management participate in occupational health and safety programs through 10 industry-specific class associations. IAPA provides regional educational and other services through six geographic districts with 21 divisions and 28 sections. Consultants, technical and training staff, marketing, information and research and development staff provide a wide range of general and industry-specific occupational health and safety services to member firms and the class associations.

The woodworkers association (Classes 3 and 4) includes firms that manufacture furniture, kitchen cabinets, and doors. Lumber yards are included in these groups where they operate manufacturing departments.

Canadian Centre for Occupational Health and Safety (CCOHS)

The Canadian Centre for Occupational Health and Safety is the national information resource in occupational health and safety, created by Act of Parliament in 1978 "to promote the fundamental right of Canadians to a healthy and safe working environment". It is governed by a council representative of governments, labour and employers and reports to Parliament through the Minister of Labour.

CCOHS provides an occupational health and safety information service by responding to telephoned or written inquiries, by publishing authoritative, easy-to-read publications on topics of importance in occupational health and safety (for example, Safety Infograms, Technical Summaries, Chemical Infograms), and by providing a computerized information service. The computerized service consists of two distinct modes of delivery - CCINFOline and CCINFOdisc. CCINFOline is delivered through a communications link to CCOHS' central computer and provides access to data banks and data bases. CCINFOdisc is delivered through CD-ROM (compact disc read-only memory) and provides data banks, data bases, videotext information packages, and publications. CCOHS also holds workshops on issues in occupational health and safety. These workshops bring together people from labour, employers, professionals and governments to discuss the issues and to establish common ground which can lead to accepted principles.

The service is provided in both official languages to individuals and organizations. The identity of the inquirer is kept confidential.

St. John Ambulance

St. John Ambulance is a world renowned non-profit organization whose goal is to provide quality first aid, CPR, and health care training and service to help Canadians reduce accidents, maintain health and minimize the consequences of injury and illness.

The "Emergency First Aid" and "Standard First Aid" courses are provided to industry in a modular form that allows inclusion of upgraded material such as CPR training. Advanced and instructor levels courses are also available. Upon successful completion of each course certificates are provided.

St. John Ambulance is the oldest and among the largest charitable organizations in the world, and St. John Ambulance in Ontario trained over 190,000 Canadians in 1989.

Occupational Health and Safety Resource Centres

Five "Occupational Health and Safety Resource Centres of Ontario" provide information and training in occupational health and safety. These centres are very active in providing services to assist industry, labour, small business and other educational institutions.

Centres are located at Cambrian College in Sudbury, Lakehead University in Thunder Bay, Queens' University in Kingston, University of Waterloo in Waterloo, and University of Western Ontario in London. Each Centre serves the needs of a specific geographic area.

MOL's Health and Safety Advisory Services:

The Ministry's Advisory Services uses the Safety and Health by Objectives Program "SHOP" similar to the Relations by Objectives Program to assist workplace parties to improve their relations.

Advisory Services has found that, although Management and Labour are generally wary of each other, trust can be developed through joint commitment if cultivated from the top of an organization.

Advisory Services provides workplace parties the "Guidelines for the Structure of the Joint Health and Safety Committee as Agreed Between the Employer and the Worker Organization". This document (please see Appendix 4) is a "gentleman's agreement" (i.e. not legally binding) which serves to develop an effective and functional JHSC.

ACCIDENT AND INCIDENT INFORMATION DATA BASE

Good statistical data is needed to assist in hazard recognition and monitoring of safety performance. An adequate, easily accessible accident data base is essential to determine priorities in addressing health and safety risks and in providing an objective way of determining safety performance.

At present, the only universal method of gathering information is through WCBs in various provinces. In Ontario, the form used to collect this information is known as a "Form 7".

A major problem regarding statistical data is that the methods used to maintain these statistics vary by source and jurisdiction. For example, definitions for accidents, incidents, injury, illness/disease, severity rate and frequency rate differ for each WCB across Canada.

Another problem is that this statistical information has limited usefulness in prevention of accidents or illness. This is not surprising given that the WCBs are primarily concerned with collecting information for compensation purposes. For example, WCBs do not code data for causation of accidents.

To be useful in prevention, accident data needs to include information gleaned from a careful investigation of the accident/incident and determination of cause. This data should be obtained based on a consistent investigation and reporting of the sequence of events or conditions leading up to the accident. Unfortunately, accident investigation procedures are not consistent and, equally important, the results are often not put to use in the workplace or applied to similar jobs in other industries.

Lack of good accident statistics should not, however, be used as a reason to delay action. Serious problems do exist. Good accident statistics are needed to focus training and other programs to obtain optimal effectiveness.

An accident and incident reporting data base incorporating consistent intra-company and province-wide data, once established, could be distributed to the industry by some central agency.

There is also a need to develop the trust of both labour and management in any system of reporting and maintaining accident statistics. Therefore, any system must be developed with the full participation of all stakeholders.

Accident Statistics Sub-committee Recommendations

Participants expressed dissatisfaction with existing accident data bases as they primarily provide information on lost time injuries and medical aid cases. This data does not accurately reflect:

1. **severity of injury;**

2. **impact of modified work (i.e. the number of "working wounded");**

3. **time spent on modified work;**

4. **how modified work is implemented....**
   - **advice of worker's physician?**
   - **advice of employer's physician?**
   - **worker's opinion?**
   - **opinion of plant nurse?;**

5. **impact that safety incentive awards may have on discouraging the reporting of injuries due to peer pressure; and**

6. **number of near miss incidents that have the potential for serious injury or death.**

The Accident Statistics Sub-committee sent out a trial questionnaire to three mills. Responses indicated that it would be useful to get a larger representative sample of pulp, paper and box plants varying in size. Twenty-four (24) modified questionnaires were distributed to small, medium and large mills. 17 completed questionnaires were returned, however, only 16 were used to compile the following recommendations due to lack of union (i.e. worker) input in preparation of one reply.

RECOMMENDATION #35 Medical Aid Reporting

Medical Aid claims that result in modified work should be reported in a separate category including the number of days of modified worker per injury.

RECOMMENDATION #36 Reporting Statistics by Mill Class

WCB report these statistics monthly by mill size (i.e. Class A, B, C, D).

Rationale:

If implemented, the recommendations noted above would more accurately reflect effectiveness of health and safety programs in the workplace.

RECOMMENDATION #37 Fatality Reporting

That all fatalities be reported to a common agency within 2 days. The agency would distribute relevant information to other mills within 7 days. This information should be posted in the workplace and provided to the JHSC for their information and recommendations.

RECOMMENDATION #38 Unusual Occurrence Reporting

That unusual occurrences (i.e. incidents that are life threatening or have the potential for serious injury) be reported to a common agency for distribution. This information should be provided to the JHSC for their information and recommendations.

Rationale:

If implemented, the recommendations noted above would improve communication of circumstances leading to fatalities and unusual occurrences. This information could increase level of safety awareness in other mills, thus, preventing similar situations from occurring.

PUBLIC RECOGNITION OF FATALITIES

The most tragic event at a workplace is the death of a worker. There is an initial disbelief, shock and grief experienced by the worker's spouse, family, co-workers and personnel at all levels of the organization.

As there is a recognition for the appropriateness and necessity of grieving, a funeral is held to mark the death.

A worker's death should not go unnoticed. There should be an appropriate, voluntary recognition of the tragedy by the industry in which it has occurred. Activities that could be planned to mark the seriousness of the event include:

- lowering of Company or town flags to half-mast;
- observing a moment of silence at the accident site (e.g. stop all machinery for five minutes on the day of the funeral);
- submitting a joint Labour and Management request for an inquest into the fatality;
- notifying the Board of Directors of the death so that appropriate condolences may be delivered to the family;
- having senior corporate, union and government representatives attend the funeral;
- providing a donation to a charity in the worker's name; and,
- setting up a scholarship or a plaque in memory of the worker.

In addition to the activities that occur immediately following a death, an annual National Day of Mourning, April 28th, has been sponsored by the Canadian Labour Congress.

MOL ACTIVITIES

Division Objectives

The Occupational Health and Safety Division seeks to improve worker health and safety in Ontario workplaces by:

- identifying and reducing occupational risks;

- providing an information policy and legislative base that will facilitate and necessitate mutual and cooperative efforts of the workplace parties to reduce occupational health and safety risks; and

- advising, educating or training (as appropriate) all parties with respect to rights, duties and responsibilities under the legislation.

Branch Role

The Industrial Health and Safety Branch serves all sectors covered under the Occupational Health and Safety Act (the Act) excluding construction and mining. This includes some 3.5 million workers in more than 150,000 workplaces. These places are divided into 12 sectors: aerospace, automotive, education, electrical utilities, forestry, health care, manufacturing, petrochemical, police, fire and security, public institutions, service, retail and communications and steel.

Its mission is to reduce the risk of death and injury in these workplaces. This is achieved through the administration and enforcement of the Act and the Regulations for Industrial Establishment and various regulations related to toxic substances, roll-over protection, fire fighters, etc.

In addition to workplace inspections, the Branch conducts investigations into deaths, critical injuries, serious accidents, work refusals, complaints and consultations with management and labour. The engineering staff of the Branch provide technical support and review drawings of all new industrial establishments to ensure compliance with the Act and Regulations.

Basic Principles

The Act is based on the concept of cooperative compliance, a system that assigns roles and responsibilities to a group that has direct responsibility for workplace health and safety, and to a group that has a contributory responsibility in health and safety. The direct responsibility to control occupational risks rests with the employer, the supervisor and the worker. This system is known as the Internal Responsibility System (IRS).

It requires the participation of the employer and worker to develop systems and

procedures suited to the particular circumstances of each workplace. For the parties in the workplace, such participation is likely to result in a greater understanding of the risks affecting the worker, acceptance of each party's responsibility for worker safety, improved communications and a deeper commitment to reducing and controlling occupational health and safety risks. Although the IRS is not specified or defined in the Act, it does form the basis upon which the Act was developed.

Inspector's Role

An Inspector's primary role is to administer and enforce the Act and Regulations in a professional and courteous manner. This is accomplished through inspection, investigation, consultation, the issuance and follow-up of orders and, where appropriate, prosecution. Technical, medical and legal advice and policies are used to guide and assist the Inspector in carrying out compliance activities.

A secondary though equally important role for the Inspector is that of a facilitator. It is considered that action directed at informing, assisting, guiding and supporting all of the parties in the workplace in developing a meaningful Internal Responsibility System will favourably affect the growth of the system towards the desired state of ethical compliance.

SECTION 4

LIST OF RECOMMENDATIONS

RECOMMENDATION #1 Management Policy Statement

That Management, through clearly defined statements and action, demonstrate their commitment to providing the best possible training in health and safety.

RECOMMENDATION #2 JHSC Involvement

That the JHSC (i.e. committee as set out in Section 8 of the Occupational Health and Safety Act) recommend:

(a) the development of training programs for health and safety;

(b) periodically review same; and

(c) the vehicle to be used in providing these programs.

RECOMMENDATION #3 Joint Programs

That training programs be joint Management and Labour programs, when applicable, to ensure that both supervisors and workers receive similar training.

RECOMMENDATION #4 Training in the Act

That training on the Occupational Health and Safety Act and regulations be provided to all employees to ensure a clear understanding of the responsibilities and rights of the employer, supervisors and workers in a workplace.

RECOMMENDATION #5 Health and Safety Part of All Training Programs

That all training programs include health and safety as an essential component.

RECOMMENDATION #6 Selection of Trainers

(a) For purposes of health and safety training, trainers should be selected from among supervisors and workers. Selection should be such that worker trainers be selected by the workers they are to train or where there

is a trade union or trade unions representing such workers by the trade union or trade unions. The method of selection of trainers should be agreed upon by Management and Labour.

(b) That trainers selected from both supervisors and workers will be provided with the best possible training to act as trainers. Where applicable, training should be carried out with joint supervisor and worker trainers.

RECOMMENDATION #7 Funding for Training

That the allocation of the necessary funding and commitment to training should be an integral part of the business plan for the operations.

RECOMMENDATION #8 Evaluation of Training

That all training be evaluated to determine that the training is the best possible, and to assist in determining the need for refresher training.

RECOMMENDATION #9 Job Safety Analysis

That a job safety analysis be carried out to assist in the development of the best possible training programs for all job functions.

RECOMMENDATION #10 Training Based on Identified Needs and Previous Training

That the training needs for all departments be established. Training records for each worker should be maintained.

RECOMMENDATION #11 On-the-job Training

That "on-the-job" training of workers be provided by trained personnel to ensure that workers are knowledgeable of all workplace hazards related to the performance of the work.

RECOMMENDATION #12 Training

(a) Both groups agree that this industry, its constituent companies and the individual employees need and deserve the best possible training programs in the field of health and safety and the best possible delivery mechanism for these programs.

(b) The development of the programs and the delivery system must be focused on improving health & safety training for the Joint Health and Safety Committee members and all workers, such programs must be free from bias of the parties involved.

(c) In the spirit of "jointness", a Joint Advisory Board will be formed to determine program components (i.e. modules), module content and the delivery mechanism. The composition of this Board shall be 50/50 Labour/Management and will be formed by a new mandate from the Minister of Labour with each party selecting their respective candidates. Positions taken by this board will be through consensus. The Board will undertake as its first priority a curriculum for Joint Health and Safety Committee Training. This program will be completed no later than September 1, 1990. At the Minister's option, the Joint Advisory Board would be reconvened to review further programs as suggested by either party. The Board's existence would be subject to review in light of any developments which may arise through legislation.

(d) The Joint Advisory Board, with appropriate outside support, will determine board program content and will call for proposals for module development and delivery. This will be an open competition with The Workers Centre being a prime candidate, as well as the sectoral safety association and other third party agencies.

(e) The Joint Advisory Board will determine the "Best" training modules and endorse their implementation as the industry standard.

(f) The activities of this Joint Advisory Board (eg: meetings, accommodation, resource people, related costs, etc.) will be funded by the Ministry of Labour.

RECOMMENDATION #13 JHSC Guidelines

That JHSCs establish a joint policy, that may incorporate company and labour safety and health policies, from which they will set up guidelines for the operation of the JHSC.

RECOMMENDATION #14 JHSC Training

That a Joint Advisory Board of Labour and Management representatives develop a JHSC training program for the pulp and paper industry in order that all such committees have the same training. This training should also be delivered by both parties.

RECOMMENDATION #15 Frequency of JHSC Meetings

JHSCs shall meet once per month at the workplace. The JHSC may meet more often in a given calendar month if requested by a member the JHSC and the co-chairpersons concur with the request.

RECOMMENDATION #16 Union Representation - Jurisdiction

(a) A JHSC shall consist of at least four (4) persons of whom at least half shall be workers who do not exercise managerial functions, to be selected by workers they are to represent or, where there is a trade union or trade unions involved, by at least one (1) person from each Local, to represent those workers. At no time will representatives exercising managerial functions exceed half of the members during JHSC functions.

(b) That union jurisdiction be recognized when JHSC members are named and that unions with contracted jurisdiction in a workplace be required to participate on JHSCs.

RECOMMENDATION #17 Alternates

All parties will appoint alternates to replace regular JHSC members, when such members are unable to fulfil their required functions.

RECOMMENDATION #18 Minutes

Minutes of JHSC meetings shall be reviewed and signed by both co-chairpersons, and distributed to all JHSC members within seven (7) calendar days of a meeting.

RECOMMENDATION #19 Posting of Minutes

Approved JHSC minutes shall be posted by the employer in such places so all workers in the workplace may review them.

RECOMMENDATION #20 Management Response to JHSC Recommendations

That senior management respond to a recommendation(s) of the JHSC prior to the next meeting. If a recommendation is rejected, the reasons will be outlined in the written response.

RECOMMENDATION #21 Incident Investigation

That JHSC members should investigate all incidents that have potential for serious injury as defined by the JHSC.

RECOMMENDATION #22 Worker Training

That the JHSC review all training requirements regarding health and safety, and make recommendations to senior management for training programs.

RECOMMENDATION #23 Worker Access to JHSC Members

That all JHSCs review worker access to committee members during working hours to ensure full access.

RECOMMENDATION #24 Loss of Wages/Reprisals

A worker or workers shall not be penalized in any fashion, including monetary, because of participation in, or being affected by, a work refusal until that work refusal is resolved per Section 23 of the Occupational Health and Safety Act.

RECOMMENDATION #25 Internal Responsibility System

The JHSC will review and assist in the internal responsibility system in each workplace to ensure individual and group concerns are dealt with as quickly as possible.

RECOMMENDATION #26(a) Safety Meetings

Each employee should receive a minimum of one safety meeting per quarter and preferably once per month. Meetings should take place during regular working hours unless otherwise agreed to by the parties at specific work locations. Attendance for these meetings should be mandatory with exceptions for vacation, sickness, or similar reasons only.

- **The regular meeting should address safety topics such as escape routes as well as common hazards or new information regarding safety in the workplace.**
- **Employee attendance and topics discussed should be recorded and kept on file.**

-- Senior supervision (superintendent or higher) should attend a minimum of 3 of the planned safety meetings per year.

RECOMMENDATION #26(b) Safety Review and Instruction

In addition to regular meetings, supervisors conduct a planned personal safety contact with every employee on a regular basis during working hours. These planned contacts should be recorded.

RECOMMENDATION #26(c) Communicating Findings of Accident Investigations

In addition to accident investigations undertaken by the Joint Health and Safety Committee, all incidents, including near misses, as well as all accidents resulting in injury or equipment damage should be investigated by management, maintenance and operating workers involved in the work area.

-- Findings of these joint investigations should be in writing, provided to the JHSC and posted in a location visible to all workers. They should also be discussed at the planned safety meeting.

RECOMMENDATION #27 Emergency Plan

A written emergency preparedness plan should be prepared and implemented within the workplace. Community resources (e.g., police, fire department, hospitals) should be consulted and utilized as required in the plan.

-- The emergency preparedness plan should be reviewed regularly with all employees and the emergency systems tested annually.

-- Supervisors and workers should receive training in basic first aid procedures. In addition, designated personnel should receive advanced first aid training in techniques such as C.P.R. or other requirements specific to the mill.

RECOMMENDATION #28 Procedure to Resolve Safety and Health Concerns

Further to section 17 of the Act, a formal means (e.g. hazard report) by which workers safety concerns can be received and followed up by supervision should be implemented within the mill. All workers should be made aware of this process and it should be used to resolve safety concerns before they reach the JHSC if possible.

-- All safety related work should be brought to the attention of management

immediately. Safety related jobs should be given a high priority and sufficient manpower and money made available to complete them quickly.

- Large jobs or maintenance shutdowns should be thoroughly planned and safety and job procedures reviewed with all affected employees before commencing work.

RECOMMENDATION #29 Written Job Procedures and Job Safety Analyses

Job procedures and job safety analyses should be written and available for all jobs performed by maintenance and operating workers.

- Written safety procedures should be readily available for critical tasks involving hazardous materials or equipment and should be reviewed with workers regularly.

- Confined space or vessel entry procedures should be available in writing. A checklist should be used before entry and signed by the responsible parties.

- Operating instructions should be written for any new equipment which is installed. Operators should be fully trained and familiar with the safety features and operating instructions before using new equipment.

- Safety and task procedures should be reviewed with maintenance workers before they service or repair new equipment.

RECOMMENDATION #30 Equipment Inspection

Equipment operators should visually inspect their equipment daily. A checklist should be used if practicable to ensure the inspections are properly carried out. A system should be in place by which the operator can report and have corrected any deficiencies found during this inspection.

- Fixed equipment (e.g., digester, paper machines, presses) and mobile equipment should be inspected by the operator before use each shift. A checklist should be used for this inspection. A regular inspection of mobile equipment should also be carried out and necessary servicing and repairs made. Records of these inspections and service and repair should be kept.

RECOMMENDATION #31 Special Equipment Requirements

Specialized equipment such as auxiliary lighting, ground fault interrupters and portable air movers should be available as required for use in hazardous areas.

- **Spare parts should be on hand for equipment such as ventilation fans which are critical to safety. A contingency plan should be in place in the event a failure of the critical equipment occurs.**

- **All equipment, vessels, buildings, etc. in the workplace should have a common numbering or identification system such that they can be readily identified by all mill personnel.**

- **As per Section 66 of the regulations for industrial establishments and appropriate WHMIS regulations, all pipes, tanks and vessels with hazardous contents (chemical, pressure, temperature) should be identified.**

RECOMMENDATION #32 Contractor Health and Safety

When contractors or casual labour is to be used, they should receive safety orientation by qualified mill personnel before beginning work.

- **When performing their work they should comply with all safety regulations and mill safety procedures. They should be periodically inspected by mill personnel to ensure that they are working safely.**

RECOMMENDATION #33(a) Personal Protective Equipment

In consultation with the JHSC, work areas should be designated respecting mandatory use of eye, foot and hearing protection, etc. and these requirements should be strictly enforced.

RECOMMENDATION 33(b) Working Alone

The personal protection of employees working alone be ensured through a means of communication (e.g., two-way radio, telephone) or by a check-in procedure. The JHSC should review work tasks performed alone to provide recommendations concerning tasks or work areas where working alone should be avoided.

RECOMMENDATION #34 Equipment Modernization

Modernization of mill equipment, processes, and control systems should be investigated to determine if a safer workplace can be achieved. The upgrading of mill personnel should also take place in order that new technology is understood by those who use it so that it is operated safely. This may require extensive training of existing workers as well as the hiring of new technical people.

RECOMMENDATION #35 Medical Aid Reporting

Medical Aid claims that result in modified work should be reported in a separate category including the number of days of modified worker per injury.

RECOMMENDATION #36 Reporting Statistics by Mill Class

WCB report these statistics monthly by mill size (i.e. Class A, B, C, D).

RECOMMENDATION #37 Fatality Reporting

That all fatalities be reported to a common agency within 2 days. The agency would distribute relevant information to other mills within 7 days. This information should be posted in the workplace and provided to the JHSC for their information and recommendations.

RECOMMENDATION #38 Unusual Occurrence Reporting

That unusual occurrences (i.e. incidents that are life threatening or have the potential for serious injury) be reported to a common agency for distribution. This information should be provided to the JHSC for their information and recommendations.

SECTION 5

APPENDICES

Presentations Made to the Committee ..... **Appendix 1**

Sub-committee questionnaires ..... **Appendix 2**

List of Companies that responded to sub-committee questionnaires **Appendix 3**

Guidelines for the structure and function of JHSCs ..... **Appendix 4**

APPENDIX 1

PRESENTATIONS TO THE COMMITTEE

NOTE: **This Appendix contains outlines of presentations made to the Committee and in no way should be construed to be endorsed by any member of the Committee.**

INTERNAL RESPONSIBILITY SYSTEM (IRS)
(OR ROLES/RESPONSIBILITY/ACCOUNTABILITY)

Introduction

Possibly the most controversial topic regarding health and safety in Ontario involves the issue of IRS. Given the intense interest Committee members expressed regarding this issue, it was decided that the best way to get to the source of this issue would be to have members discuss IRS with the man who developed the concept and coined the phrase. Dr. James Ham kindly agreed to attend a Committee meeting to discuss the principles of IRS.

According to Dr. Ham, anyone who views health and safety solely in terms of unsafe acts and unsafe conditions is operating based on an oversimplified and unrealistic model. Just a few other factors to consider include training, supervision, age, sex, individual abilities, technology, materials used, character of management and attitudes.

Dr. Ham was both surprised and disappointed to learn that a preliminary survey of workplaces in this sector found that only 50% of respondents knew what IRS meant, and of those, only 50% considered IRS to be functioning satisfactorily. Dr. Ham suggested that any CEO who does not know what IRS is and how it should function in his company, is irresponsible.

According to Dr. Ham, the social ethos of today results in individuals demanding their rights to a greater degree than ever before. However, we need to balance rights with accompanying responsibilities.

IRS involves everyone from the company CEO to the worker (please see illustration at the end of this section). Its effectiveness depends on assignment of responsibilities, their execution and accountability. Senior management attitudes, relationships between Management and Labour, community interests, technology and process, all interplay to determine how safety is viewed in the workplace.

Four basic systems that affect health and safety in any corporation:

a) economic (i.e. profitability);

b) productivity - work/technology relationships;

c) peer relationships - based on associations and corporate interests that influence activities and behaviour; and

d) public regulatory interest - an expression of public interest (e.g. MOL's Occupational Health and Safety Division).

While regulatory bodies exist to audit the IRS and to make judgments as to whether conditions are tolerable, there needs to be a balance between formal regulations and self compliance. Studies on accident statistics in California, which has a progressive health and safety program, show that about 50% of accidents are not associated with a breach of regulations.

It is impracticable to attempt to regulate everything. External audits must serve to keep the IRS alert. Fines and prosecutions are useful in that they elicit attention and raise concerns about a company's public image.

Other factors requiring more attention include competency of supervision, training, injury record-keeping, certification of equipment, health regulations, and participation of affected parties in setting regulations. Most important, discussion must centre more on responsibilities rather than rights.

Dr. Ham indicated that he supports pay incentives for good safety performance.

With respect to the task of the Committee and their recommendations, Dr. Ham advised that an examination of recent changes in the industry may provide insight to the Committee. Review of factors such as the state of technology, market environment, profit margins, Management/Labour relations, mobility, employment, training, etc. could provide useful insight. The "fabric" of the industry should also be closely examined (i.e., worker confidence/competence, stresses at the top of the organization).

Dr. Ham noted that "near-misses" are symptoms of a faulty IRS. Incidents such as these lead to more serious accidents.

If Dr. Ham were to make one change to the legislation, it would be to make CEOs more responsible for the health and safety performance of their company. How often does a CEO or Board of Directors review health and safety? Does the Annual Report note safety performance?

All too often, the responsibility for worker safety is pushed all the way down to the bottom of the organization. Accidents are blamed on first-line supervisors. Senior management, thus, avoids any responsibility.

Probably the most common misconception regarding IRS, according to Dr. Ham, is that the JHSC personifies IRS. In fact, the JHSC is only a very small part of IRS. IRS is better defined as the top to bottom "fabric" of responsibility regarding health and safety. Legislators need to give more attention to performance in this area.

Management has a choice. They can demand and reward good safety performance or they can delegate their responsibility. Workplaces with exceptional safety programs demand and receive good safety performance. A clear line responsibility must be established for correcting health and safety

concerns at the workplace. This action was found to enhance working relationships between Management and Labour.

Formal Mechanisms and IRS

Unsafe conditions can be eliminated only if identified and reported to the appropriate level of supervision. Corrective action must be of high priority. This means that adequate funds and manpower need to be allocated.

A standard procedure adopted to address low risk health and safety concerns in one workplace consists of the following procedure:

1) Concerns are raised by the worker with the immediate supervisor.

2) If further action is required, the worker brings the concern to the shop steward who discusses it with the supervisor.

3) The shop stewart allows seven days for the problem to be corrected. If no action is taken during this time, the shop stewart completes a "hazard alert sheet" and requests that action be taken allowing for an additional seven days. If no action is taken within this 14 day period the concern is raised by the shop steward with the JHSC.

The problem with this procedure is that 14 days may elapse before the concern is forwarded to the JHSC. An additional delay of about one month may occur before the JHSC meets to discuss the concern. Once a decision is made to correct a problem, further delays may occur until the maintenance staff get around to repairs or modifications, particularly where parts or materials must be ordered.

To a worker in the plant, delays in getting corrective action represent a lack of commitment to health and safety. If workers get immediate action, their confidence in the "safety system" will increase. Where response time is slow, workers will be less likely to report concerns.

20% of mills surveyed had no formal means other than the JHSC to receive and follow up on worker concerns. 12% did not give safety jobs the highest priority, 20% did not provide adequate manpower to complete safety work, and 4% did not provide adequate funds. Although these percentages are low, and the committee recognizes the need to produce at competitive costs, they should ideally be 0%.

It was also found that when a major job or maintenance shutdown occurred, 18% of mills did not plan and review the work to be performed with the work force involved.

TABLE OUTLINING RESPONSIBILITY/ACCOUNTABILITY FOR SAFETY/WORK PERFORMANCE

In June, 1976, James Ham submitted the "Report of the Royal Commission on the Health and Safety of Workers in Mines." This report, more commonly known as the Ham Report, contained a table entitled "internal responsibility system for the performance of work" (table 51). A simplified version of this table has been developed for use in the pulp and paper industry as outlined below.

Responsibilities	Workers	Supervisors	Plant Manger	President, C.E.O. & Board of Directors
Nature of task	Perform task	Schedule and assign work task	Set objectives and work plan	Establish purpose and overall goals
Responsibility for workers	Direct helpers. Keep alert for coworkers, particularly new hires.	Select, instruct and supervise workers	Select and develop supervisors	Select plant manager
Responsibility for safe performance of work tasks	Use training, knowledge and skill to safely accomplish tasks according to accepted practices and procedures. Report unsafe or other conditions that reduce performance.	Direct workers to follow safe and efficient operating procedures according to job descriptions, health and safety legislation, policies and procedures.	Ensure that procedures are developed to comply with operating philosophy and policy.	Establish business philosophy regarding efficient and safe use of human resources.
Responsibility for facilities and equipment	Use facilities, equipment, machines and tools. Do not use unsafe equipment.	Provide adequate tools, services and equipment. Provide adequate maintenance.	Provide adequate operating capital and facilities.	Authorize expenditures
Responsibility for safe and efficient work conditions	Maintain standardized work conditions.	Implement and monitor acceptable level of standardized safe work conditions.	Determine acceptable level of standardized safe work conditions, set out in writing, and institute as part of performance appraisal system.	Set overall policy regarding safe and efficient work conditions. Monitor accident statistics and budget.
Responsibility for reporting of substandard conditions	Inspect work site and equipment as regular part of doing task. Report substandard and unusual conditions to supervisor.	Inspect work area as regular part of directing work tasks. Investigate reports of unusual and substandard conditions. Take action to correct. Where corrective action will take some time, provide interim protection or solution. Report to plant manager, as necessary to correct conditions.	Develop an effective accountability and audit system. Report on business and safety status to C.E.O.	Report to owners on status of company.

INTERNAL RESPONSIBILITY SYSTEM

CHAIN OF RESPONSIBILITY

CONTRIBUTORY RESPONSIBILITY INTERNAL	DIRECT RESPONSIBILITY	CONTRIBUTORY RESPONSIBILITY EXTERNAL
JOINT HEALTH AND SAFETY COMMITTEES	PRESIDENT	UNIONS
SAFETY DEPARTMENTS	MANAGER	SAFETY ASSOCIATIONS
ENGINEERING DEPARTMENTS	SUPERVISOR	SUPPLIERS
PURCHASING DEPARTMENTS	WORKER	MINISTRY OF LABOUR

WORKPLACE ATTITUDES

Dr. Gerald Goldberg, Ph.D., C.Psych., Psychologist, Ministry of Labour has studied worker needs, interests and lifestyle perceptions for the purpose of developing guidelines for effective health and safety programs. Dr. Goldberg made two presentations on workplace attitudes to the Committee. A summary and highlights of Dr. Goldberg's paper follows:

Summary

A series of focus-group sessions proved to be a rich source of information about workers. This information was used to suggest revisions to present safety programs as well as the introduction of new ones. These suggestions are intended to better link safety procedures and programs to workers' concerns, needs, interests, lifestyles and perceptions of safety and safety programs. The findings are also used to propose safety programs that workers would be interested in helping to deliver or otherwise participate in. Further, the information from the focus group sessions helped suggest community based mining safety programs. Linking safety to workers' attributes, obtaining worker participation in safety programs and forming community-based safety programs are expected, over time, to encourage a greater respect for and adherence to safe procedures.

Modern approaches to increasing workers' focus upon and adherence to basic safety principles are presented and applied to a company within the mining industry in the form of advice. This advice is based on a study of the characteristics of groups of miners at this company. While the suggestions presented are specific to this organization it is hoped that the concepts, method and recommendations will be of value to other organizations both within and outside of the mining industry.

Specific proposals are made to modify existing safety programs and institute several new ones. These proposals are intended to promote workers' adherence to safety procedures and programs by linking them to the characteristics of the workers and otherwise stimulating individual and community based activities related to safety. This supplements traditional approaches to encouraging safe behaviour which usually rely on public laws, organizational rules as well as educational and motivational appeals.

A copy of this paper may be obtained by contacting Dr. Goldberg at (416) 326-1430.

Highlights of Dr. Goldberg's Paper:

To achieve a major safety impact, it is necessary to involve workers. If every worker participates in some small way, the overall impact can be substantial. The more a person does to improve safety, the easier it becomes to do even more. People need to adopt a safety goal. These goals must be suitable for the target group they aim to reach.

Safety messages that are not personalized or made relevant to individual workplaces have little impact on workers. For this reason, monthly safety meetings are often viewed as a waste of time. Similarly, safety programs that are nothing more than slogans or prizes are considered useless.

Monthly meetings should better address the needs of specific groups of workers. They should focus upon particular risks, working environments, etc. of each group. Efforts should be made to have workers participate in the organization and presentations, as well as subsequent discussions. Other factors to consider include: worker comfort, senior management representation (for improved communication and quicker action), and use of small informal group discussion in the work areas or shops, promotion of active discussions that link the message of the meeting to workers' personal experiences and situations.

Workers find safety training rewarding, especially when presented in a manner which respects their intelligence, thus, they do not feel "lectured" nor "treated like school children". They especially appreciate open and frank discussions during these sessions as it provides a stimulus for social interaction and a source of pride for operators.

Safety does not begin nor end at the plant gate. Safety Consciousness originating at home is brought to work and vice versa. When workers were asked what makes them pay attention to safety, their responses included: the occurrence of an accident or near miss; the introduction of new equipment; comments of close family members such as one's child; the behaviour of more experienced workers.

Workers have a strong sense of camaraderie with their fellow workers. Concerns regarding safety is one way of expressing positive feelings regarding coworkers.

Many miners stated that they are most influenced by more experienced miners, especially the first "older miners" they worked with underground. The next most influential persons upon miners safety behaviour were their supervisors and partners. Some felt that their spouses' and children's comments regarding safety also were important. This may partially be attributed to these workers general view of their workplace as a private or separate world where they are the experts. Underground workers, for example, take great pride that "mining is not something that anyone can do".

In mining, it is believed that these "old pros" know what corners can be cut

without creating undue risks. Experienced miners seem to be the ones who create the norms as to how things should be done underground. These perceptions make it clear that experienced miners are a vital resource to be used in establishing effective safety programs. Experienced miners also take pride in being able to help younger miners avoid injury by both protecting them and teaching them how to protect themselves. Miners commonly state that one's knowledge of safety and capacity to be safe is a function of the number of years experience one has obtained as a miner. Experienced miners are seen as the only credible teachers of mining; including safety. Given the respect workers have for experience, new safety training programs, policies or procedures should first be presented to experienced workers for their input and approval. These more experienced workers could then be involved in training others. The importance of pairing new workers with suitable experienced workers for training should not be underrated. A new worker's first partners may be the most powerful influences upon their safety attitudes during their careers.

Miners believe in the value of a "buddy system" or working with a partner. Miners also believe that it may be acceptable to place one's self at risk but it is never acceptable to endanger others.

Lack of knowledge regarding health effects of the environmental factors are of great concern. Lack of information regarding these hazards contributes to workers feelings of lack of individual control over health risks.

Workers are frustrated when they view actions of supervisors as being inconsistent regarding how they deal with safety issues. According to workers, supervisors need more training, should place more emphasis on communication and need to develop more consistent practices regarding health and safety.

Supervisors generally view themselves as acting in a protective manner with their staff. They find the most difficult aspect of their job is dealing with individuals who do not conform to procedures, especially regarding health and safety. Front line supervisors are seen by their staff as central to safety.

Supervisors enjoy planning and resolving daily problems. They also enjoy the time spent talking to their workers in common areas. Supervisors like mental challenges, particularly those drawing on their experience and creativity. Planning the health and safety components of work tasks can provide some of this mental challenge.

APPENDIX 2

SUB-COMMITTEE QUESTIONAIRES

ACCIDENT STATISTICS QUESTIONNAIRE

1. How many medical-aid incidents have you had between January and August 1989?

   16 companies responded with 803 medical-aid incidents

2. Rate the severity of the above incidents by inserting the appropriate number of incidents in each of the following categories:

   a) A medical-aid injury which became a lost-time injury.

      124 or 15%

   b) A medical-aid injury which prevented the worker from doing his regular work.

      243 or 31%

   c) A medical-aid injury which allows the worker to do his regular work.

      430 or 54%

3. How many near-miss incidents have occurred at your workplace between January and August 1989 (a near miss incident is defined as an event that could have potentially resulted in a lost-time injury or a fatality).

   16 companies responded with 112 near miss incidents

4. Give examples of types of near-miss incidents experienced in your workplace:

   fork lifts (4), tipping rolls/loads (4), welding equipment (2), slippery floors (2), hand/arm in-running nip (2), lock-out (1), entering taped danger area (1), crane boom fell (1)

5. When a worker is injured in the workplace, is modified work (i.e. work other than the worker's regular work) offered to the worker?

   15 responded yes, 1 responded no

6. On what basis is modified work determined?

   a) Company physician's advice? 7

   b) Personal physician's advice? 14

   c) Other, please explain: WCB advice

7. How is modified work implemented?

a) On a voluntary basis? 12

b) On a mandatory basis? 2

c) Other, please explain: 2
combination of a and b or WCB

8. Give examples of modified work done in your workplace:

training for higher job (8), clean up (7), clerical (4), specified restriction matching work (3), inventory (2)

9. On average, how long do injured workers remain on modified work plans?

a) 1-3 days? 1

b) 4-10 days? 12

c) 10 or more days, please specify: 2 responded 10 to 30 days

10. Is a safety awards program in place at your workplace?

12 responded yes, 3 responded no, 1 no response

a) If yes, how is the program developed?

i) By Management? 2

ii) By Labour? 1

iii) Jointly? 11

b) How is it applied?

i) Through incentives (e.g., prize)? 11
Examples:

ii) Through recognition (e.g., plaque)? 8
Examples:

iii) Others? Please explain: milestone awards for 5, 10, 15, etc. years

Signed by: Management Representative Or Co-chairperson of JHSC

Worker Representative Or Co-chairperson of JHSC

JOINT HEALTH AND SAFETY COMMITTEES

QUESTIONNAIRE

1. Does your company have a health and safety policy that is jointly agreed upon between management and labour? If no, indicate whether there is a management policy and/or a labour policy.

   27% responded no

2. Does your committee work under any terms of reference, i.e., specified guidelines?

   27% responded no

   a) How many members are on the JHSC?

1 company reported	5 members
7 companies reported	6 members
13 companies reported	8 members
3 companies reported	9 members
7 companies reported	10 members
1 company reported	11 members
4 companies reported	12 members
2 companies reported	13 members
2 companies reported	14 members
1 company reported	18 members
1 company reported	35 members
1 company reported	51 members
1 company reported	77 members

   b) Are alternates permitted? 5% responded no

   c) How often does your committee meet?

1 company reported	weekly
38 companies reported	monthly
4 companies reported	2 months

3. How are issues resolved by the committee?

   a) by vote? 1

   b) by consensus? 30

   c) other, explain: a & b (3); a, b & c (1); b & c (1)

4. What other positions do JHSC members hold?
   Production Manager, Union President, etc.

5. Are the functions of your committee affected by members who hold other positions? If yes, please explain.

Other positions		Functions affected	
yes	64%	yes 5%	no 59%
no	36%	yes 9%	no 27%

6. Are items not pertaining to health and safety discussed at meetings? If yes, please explain.

   89% responded no

7. How often does the JHSC inspect the entire workplace?

   monthly (20), twice a year (6), every two months (5), once a year (3), three times a year (2), not jointly (2), never (2), weekly (1), four times per year (1), nine times per year (1), not often (1)

8. What are the procedures for investigating accidents? 39% responded no

9. Work refusals.

   a) Are there procedures for investigating work refusals? 16% responded no

   b) How many work refusal investigations did the JHSC conduct last year (i.e., in 1988)? and

   c) What percentage of those were resolved internally without involving the Ministry of Labour?

Number investigated in 1988		% resolved without MOL involvement
30 reported	0 refusals	---
6 reported	1 refusal	50%
1 reported	2 refusals	50%
3 reported	3 refusals	66%
1 reported	5 refusals	100%
1 reported	8 refusals	75%
1 reported	10 refusals	100%
1 reported	12 refusals	75%

Out of a total of 52 refusals reported, 42 or 81% were resolved without MOL involvement.

10. What are the procedures for taking minutes at JHSC meetings and how are the minutes distributed?

100% of responses noted that minutes are recorded and distributed.

11. a) What qualifications are needed to be a member of the JHSC?

82% responded none

b) What other qualifications need to be attained while being a member on the committee?

71% responded none

12. What resources are used to train committee members (i.e., IAPA)?

Internal	42%
IAPA	45%
Government	18%
OPPMSA	73%
Workers Centre	18%
St. John Ambulance	9%

13. What are the functions of the JHSC in your workplace?

Less than provided in the Occupational Health and Safety Act	27%
As required in the Occupational Health and Safety Act	68%
More than required in the Occupational Health and Safety Act	2%
Not applicable	2%

14. What do you believe should be the functions of the JHSC in your workplace?

15. What are the JHSC's views of the effectiveness of the Internal Responsibility System in your workplace?

Aware of IRS	57%
Not aware of IRS	41%
Not applicable	2%
Aware of IRS and satisfied	52%
Aware of IRS and not satisfied	48%

Signed by:

_____ _____

Management Representative
Or Co-chairperson of JHSC

Worker Representative
Or Co-chairperson of JHSC

CONTACT PERSON:

TRAINING QUESTIONNAIRE

60 questionnaires were sent out, 44 responses were received

1. SAFETY POLICY

Does your facility have a health and safety policy statement?

7% responded no

If yes, please enclose copy of statement.

2. SAFETY GUIDE BOOKLET

Does your facility have a health and safety guide/booklet for employees?

25% responded no

If yes, please enclose a copy.

3. TRAINING

Does your facility conduct training programs which include health and safety, example:

a) for new employees? 9% responded no

b) for summer students and/or part time? 9% responded no

c) refresher training for employees? 30% responded no

d) job change/new positions? 14% responded no

e) for supervisors? 16% responded no

f) Management and Employee responsibilities under the Occupational Health and Safety Act?

20% responded no

g) regulatory compliance (e.g. WHMIS, Industrial Regulations, etc.)?

0% responded no

h) for procedures on new or modified equipment? 5% responded no

i) stress? 75% responded no

j) other? - specify 89% responded no

4. TYPES OF TRAINING

a) Does your facility conduct the following types of training?

i) formal classroom training 11% responded no

ii) on the job training All responses said yes

b) When training is carried out which is applicable to both management and labour? Is training:

i) separate? 50% responded no

ii) joint? (i.e. both Management and Labour). 100% responded yes

c) When is your training carried out?

i) during normal working hours? All responses said yes

ii) after normal working hours? 25% responded no

iii) other? please explain: 5 companies responded that days off and outside seminars were used to train staff

5. TRAINING EVALUATION

Does your facility evaluate the training:

a) In the classroom? 43% responded no
If yes, how is the evaluation carried out?

b) On the job? 14% responded no

6. TRAINING NEEDS ANALYSIS

a) Does your facility conduct job safety analysis on jobs to improve quality of training?

47% responded no

b) Are health and safety audits conducted on each department?

14% responded no

c) Who conducts these audits?

i) Management — 77% responded no

ii) Labour — 84% responded no

iii) Joint (Management and Labour)? — 16% responded no

d) How often are the audits carried out? — various schedules

7. TRAINERS

a) Do you have specific individuals assigned to employee training?

25% responded no

b) Are the trainers all management? — 77% responded no

c) Are the trainers all labour? — 84% responded no

d) Are the trainers both management and labour? — 25% responded no

e) Are the trainers trained as trainers? — 34% responded no

If yes, what training is provided? — Variety of courses

f) How are your trainers selected?

i) by job postings? — 91% responded no

ii) other? please specify: — 91% responded yes
volunteers, qualifications, JHSC members

g) How is the final selection of the trainers made?

By management on most occasions. Also by recommendation of JHSC, union(s), supervisors.

h) How many trainers do you have? — 0 to more than 40

i) Do you have trainers for each of your key departments?

57% responded no

j) How many key departments do you have? 1 to 15

k) Do you carry out training with both a management and labour trainer?

3 responded yes, 16 responded no, 25 did not respond.

8. TRAINING AIDS

What training aids do you have and use in your facility?

a)	overhead projectors	7% responded no
b)	video equipment	2% responded no
c)	chalk/white/boards	5% responded no
d)	flip charts	5% responded no
e)	films	14% responded no
f)	computers	50% responded no
g)	other - specify	57% responded no

Signed by:

Management Representative Or Co-chairperson of JHSC	Worker Representative Or Co-chairperson of JHSC

PLEASE INDICATE PERSON WHO CAN BE CONTACTED BY THE COMMITTEE FOR FURTHER INFORMATION:

MAINTENANCE AND OPERATING PROCEDURES QUESTIONNAIRE

1. a) What is your total maintenance workforce excluding supervision?

   b) What number of workers are there in each trade: Mechanics, electricians, welders, carpenters, masons, instrumentation, pipe fitters, tinsmiths, painters, machinists, auto mechanics, insulators, or others?

2. a) What length of shift do they work?

   Response: 20 work 8 hour shifts
   14 work both 8 and 12 hour shifts
   1 works 12 hour shifts

   b) How many shifts a day does maintenance work?

   c) What is the most common type of injury in the maintenance department?

   Response: 30 reported contusions,
   6 reported muscle or back strains,
   2 reported eye injuries

3. a) How many planned safety meetings do the maintenance workers receive in a year?

   22% have 4 or less meetings/year
   28% have 6 or less meetings/year
   61% have 12 or more meetings/year

   Responses ranged from a low of 0 meetings to a high of 24 meetings/year. It was not asked if attendance at meetings was mandatory.

   b) Are critical topics such as escape routes discussed at these meetings?

   39% responded no

   c) Are attendance and topics discussed recorded? 22% responded no

   d) Does senior supervision attend some of the regular safety meetings?

   22% responded no

   e) Are maintenance workers involved in incident (no injury) investigations?

   19% responded no

f) Are incident reports posted? 36% responded no

g) Are maintenance workers involved in accident (injury) investigations? 13% responded no

h) Are accident reports posted? 26% responded no

4. a) Are written job procedures or task analyses available for maintenance workers? 42% responded no

b) Is there a written lockout/tag-out procedure? 0% responded no

c) Is there a written procedure for vessel or confined space entry? 8% responded no

d) Is a checklist used for vessel or confined space entry? 22% responded no

e) Is air sampling performed by qualified personnel? 4% responded no

f) Who performs air samples in your mill? No response.

5. a) Is there a preventive maintenance program at the mill? 11% responded no

b) Is there a means to follow-up this program to ensure its effectiveness? 18% responded no

c) Is there a maintenance work order system at the mill? 5% responded no

d) Is there a means to record and follow up the work order system? 8% responded no

6. a) Is safety related work given top priority? 13% responded no

b) Is adequate manpower made available to complete safety jobs? 20% responded no

c) Is adequate money available to complete safety jobs? 4% responded no

7. Are maintenance shutdowns and major jobs planned and reviewed with the maintenance workforce before beginning?

20% responded no

8. a) What personal protective equipment is required to be worn in the mill by maintenance personnel?

Hard hat?	19% responded no
Safety glasses?	8% " "
Safety shoes/boots?	3% " "
Gloves	19% " "
Other (specify)	No response

b) Is this personal protective equipment supplied by or partially subsidized by the mill?

0% responded no

c) Does the mill supply specialized personal protective equipment for specific maintenance jobs? Give one example.

0% responded no

9. a) Do you use Non-Destructive Testing on critical equipment such as pressure vessels?

17% responded no

b) Do you use vibration analysis on critical equipment such as paper machine rolls?

13% responded no

c) Are maintenance records and operating histories kept for major equipment?

8% responded no

d) Are lifting devices inspected and repaired at least once a year?

3% responded no

e) Is lighting in the mill being upgraded or maintained on a regular basis?

3% responded no

10. When contractors are used do they:

a) Receive safety training before commencing work? 28% responded no

b) Follow all mill safety precautions? 19% responded no

c) Get supervision by mill personnel? 14% responded no

11. a) Do you have an apprenticeship program? 11% responded no

b) Do you have a helper training program? 58% responded no

12. a) Which maintenance trade has the highest accident frequency?

26 Reported Millwrights
1 Reported Pipefitters
1 Reported Welders
1 Reported Sheet Metal Workers

b) What area in the mill has the highest accident frequency for maintenance workers?

11 Reported Paper Machines
9 Reported Stock Preparation
4 Reported Wood Handling
10 Reported Misc. Areas in the Mill

13. a) Does the mill have a full time Fire Crew? 69% responded no

b) Part time? 36% responded no

OPERATING PROCEDURES

1. a) What is your total operating workforce excluding supervision?

b) What length of shift do they work?

Response: 10 work 8 hour shifts
15 work both 8 and 12 hour shifts
8 work 12 hour shifts

c) How many shifts a day does the operating department work?

d) If you have changed from 8 hour shifts to 12 hour shifts has your accident frequency increased?

100% responded no

If so, in which departments or classifications?

2. a) How many planned safety meetings do the operating workers receive in a year?

25% have 4 or less meetings/year
36% have 6 or less meetings/year

50% have 12 or more meetings/year
Response ranged from a low of 0 meetings to a high of 12 meetings per year. It was not asked if attendance at meetings was mandatory.

b) Are critical topics such as escape routes discussed at these meetings?

32% responded no

c) Are attendance and topics discussed recorded? 11% responded no

d) Does Senior Supervision attend some of the regular safety meetings?

17% responded no

e) Are operating workers involved in incident (no injury) investigations?

22% responded no

f) Are incident reports posted? 33% responded no

g) Are operating workers involved in accident (injury) investigations?

10% responded no

h) Are accident reports posted? 33% responded no

i) If necessary are operators paid overtime in order that they may attend safety meetings?

26% responded no

3. a) Are written job procedures or a task analysis available for operators?

18% responded no

b) Is there a written lockout/tag-out procedure? 0% responded no

c) Is there a written procedure for vessel or confined space entry?

13% responded no

d) Is a checklist used for vessel or confined space entry? 31% responded no

e) Are there written safety procedures for critical tasks involving hazardous chemicals or equipment?

11% responded no

f) When new equipment is installed are operators trained before using it?

3% responded no

g) Are operating instructions prepared and available for the operators?

13% responded no

4. a) What personal protective equipment is required to be worn in the mill be operating personnel?

hardhat	28% said no
safety glasses	9% said no
safety shoes/boots	0% said no
gloves	25% said no
Other? (Specify)	

b) Is this personal protective equipment supplied by or partially subsidized by the mill?

0% responded no

c) Does the mill supply specialized personal protective equipment for specific maintenance jobs? Give one example.

0% responded no

5. Is housekeeping and clean-up part of:

a) the operators duties?

b) assigned to specific personnel?

c) both?

no response

d) Is equipment prepared (cleaned, flushed, blanked, etc.) by the operating department before it is to be worked on by either maintenance or operations people?

7% responded no

6. a) Does the operator inspect his equipment regularly? 3% responded no

If yes, is a checklist used? 47% responded no

b) Is there a formal means to report and correct problems arising from his inspections?

9% responded no

GENERAL

1. Is the workforce unionized? — 17% responded no

2. a) Is there an emergency preparedness plan in place at the mill?

   24% responded no

   b) Is it written and posted? — 33% responded no

   c) Is it reviewed regularly with the workforce? — 72% responded no

   d) Are scheduled emergency drills conducted? — 56% responded no

3. a) Is First-aid training given to:

   Supervisors? — 0% responded no
   Workers? — 3% responded no

   b) As a first response at the mill do you have:

   first aid equipment (stretchers, eye wash, etc.)? — 0% responded no
   trained medical personnel? — 18% responded no
   ambulance or similar transportation? — 67% responded no

   c) Is the First-Aid equipment regularly inspected and maintained?

   1% responded no

   d) Are employees/supervisors trained in specialized first aid techniques, ie CPR?

   28% responded no

4. a) Are supervisors qualified and have they received formal training?

   13% responded no

5. a) Are on the job safety inspections made by:

   Supervisors? — 0% responded no
   JHSCs? — 0% responded no

   b) Is disciplinary action taken for repeated non-compliance with safety rules?

   11% responded no

6. a) Is there a suggestion plan at the mill? 53% responded no

b) Is there a formal means to receive and follow up worker concerns regarding safety (other than JHSC)? 17% responded no

c) Do workers have input on policy change at the mill? 6% responded no

d) Are there any safety related committees other than the JHSC on which workers participate? 39% responded no

7. a) Is adequate lighting provided or available for hazardous areas in the mill? 6% responded no

b) Is ground fault protection available if required? 0% responded no

c) Are portable air movers available if required? 17% responded no

d) Are spares available for equipment that is critical for safety (ie ventilation fans)? 14% responded no

e) Are all pipes and vessels with hazardous contents (chemical, temperature, pressure) identified? 53% responded no

If not, what percentage is identified? no response

f) Does equipment have common numbering or identification system such that it can be readily identified by all workers in the mill? 17% responded no

g) Are there Material Safety Data Sheets available for all products used in the mill? 0% responded no

8. Is mobile equipment:

a) inspected and repaired regularly? 6% responded no

b) is a checklist used? 14% responded no

c) are records of inspections kept? 10% responded no

9. a) Do all new employees receive a formal safety orientation?

1% responded no

b) Do supervisors conduct planned personal contacts with all employees on a regular basis?

15% responded no

10. Are personal awards or recognitions used to encourage interest in health and safety?

14% responded no

11. a) Are new employees given pre-employment medicals?

17% responded no

b) On what percentage of jobs has a physical capability analysis been made to determine physical and health requirements?

no response

Signed by:

Management Representative Or Co-chairperson of JHSC	Worker Representative Or Co-chairperson of JHSC

PLEASE INDICATE PERSON WHO CAN BE CONTACTED BY THE COMMITTEE FOR FURTHER INFORMATION:

APPENDIX 3

LIST OF COMPANIES

THAT RESPONDED TO

SUB-COMMITTEE QUESTIONNAIRES

COMPANIES

LISTED ALPHABETICALLY

Abitibi Price Inc. - Fort William Division
Abitibi Price Inc. - P.O. Box 160, Thunder Bay
Abitibi Price Inc. - P.O. Box 2390, Thunder Bay
Abitibi Price Research Centre - Mississauga
Atlantic Packaging - Scarborough
Beaverwood Fibre Company - Thorald
Boise Cascade Canada Ltd. - Fort Francis
Boise Cascade Canada Ltd. - Kenora
Canadian Pacific Forest Products Ltd. - Burlington
Canadian Pacific Forest Products Ltd. - Dryden
Canadian Pacific Forest Products Ltd. - Markham
Canadian Pacific Forest Products Ltd. - Thunder Bay
Dominion Cellulose/Facelle - Weston
Domtar Construction MSH - Thorold
Domtar Fine Papers - Cornwall
Domtar Fine Papers - St. Catherines
Domtar Inc. - Huntsville
Domtar Packaging/Container Board Division - Mississauga
Domtar Packaging/Container Board Division - Red Rock
Domtar Packaging - Red Rock
Domtar Packaging - St. Mary's
Domtar Packaging - Trenton
E.B. Eddy Forest Products Ltd. - Espanola
E.B. Eddy Forest Products Ltd. - Hull, Quebec (Ottawa)
Fraser Inc. - Thorald
Grant Forest Products - Englehart
James River Marathon Ltd. - Marathon
Kimberley-Clark of Canada Ltd. - Huntsville
Kimberley-Clark of Canada Ltd. - Terrance Bay
Kruger Incorporated Packaging Division - Rexdale
Malette Inc. - Timmins
Malette Kraft Pulp & Power (Abitibi-Price Inc.) - Smooth Rock Falls
McMillan Bathurst Inc. - Etobicoke
McMillan Bathurst Inc. - Guelph
McMillan Bathurst Inc. - Pembroke
McMillan Bathurst Inc. - St. Thomas
McMillan Bloedel Ltd. - Sturgeon Falls
Paperboard Industries Inc. - Toronto
Paperboard Industries Inc. - Trenton
Proboard Limited - Atikoken

Proctor & Gamble - Belleville
Provincial Papers - Georgetown
Provincial Papers - Thunder Bay
Quebec and Ontario Paper Company Ltd.- Thorold
Rexwood Products - New Liskeard
Sonoco Ltd. - Brantford
SPB Canada (Standard Paper Box) - Belleville
Spruce Falls Power and Paper - Kapuskasing
St. Mary's Paper Inc. - Sault Ste. Marie
Strathcona Paper Co. - Napanee
Weldwood of Canada - Longlac

APPENDIX 4

GUIDELINES FOR THE

STRUCTURE AND FUNCTION OF

JOINT HEALTH AND SAFETY COMMITTEES

AS AGREED BETWEEN

EMPLOYER

- AND -

NAME AND ADDRESS
OF WORKER
ORGANIZATION

Note: This document has been provided by THE OCCUPATIONAL HEALTH AND SAFETY ADVISORY SERVICE as an INITIAL DRAFT document to assist workplace parties in developing effective, functioning Joint Health and Safety Committees.

REVISED: JANUARY, 1990

PREAMBLE

1. The Occupational Health and Safety Act requires the establishment of Joint Health and Safety Committees where twenty or more workers are regularly employed at a workplace and to hold Joint Committee meetings on a regular basis.

2. It is our firm belief that through joint education programs, joint investigations of problems, and joint resolution of those problems, the workplace will be made safe and healthy for all employees.

3. The parties acknowledge that the proper functioning of the Joint Health and Safety Committee can only be carried out where the representatives of the employer and of the workers are committed to these responsibilities. To effect this, the undersigned undertake to make decisions that will be carried out by their respective organizations.

4. The parties hereto adopt these guidelines in good faith and agree to promote and assist the Joint Health and Safety Committee whenever and wherever possible.

FOR THE EMPLOYER	FOR THE WORKERS
_____	_____
TITLE	SENIOR WORKER REPRESENTATIVE

STRUCTURE OF COMMITTEE

1.1 The Joint Health and Safety Committee (referred to hereafter as "the Joint Committee"), shall consist of _____ members; ____ members selected by the employer and ____ members selected by _____ . Alternates may be allowed, however, they shall only be used in emergency conditions and with the approval of the Co-chairpersons. Each party will supply a listing of _____ alternates.

1.2 The Joint Committee shall meet on a regularly established schedule as follows: _____ .
(Changes will be approved by the Co-Chairpersons.)

1.3 There shall be two Co-chairpersons, one (1) from the employer and one (1) from the workers; appointed for a definite period (stipulate period) who shall alternate the chair at meetings.

1.4 A Co-chairperson may, with the consent and approval of his/her counterpart, invite any additional person(s) to attend the meeting to provide additional information and comment, but they shall not participate in the regular business of the meeting.

FUNCTIONS OF JOINT COMMITTEE

2.1 To attain the spirit of the Occupational Health and Safety Act, the functions of the Joint Committee shall be:

(a) to identify, evaluate and recommend a resolution of all matters pertaining to health and safety in the workplace to appropriate senior management.

(b) to encourage adequate education and training programs in order that all employees are knowledgeable in their rights, restrictions, responsibilities and duties under the Occupational Health and Safety Act.

(c) The Joint Committee will address matters related to Designated Substance Regulations and WHMIS where applicable.

(d) to deal with any health and safety matter that the Committee deems appropriate.

Inspections

2.2 The members of the Committee who represent workers shall designate one of the members representing workers to inspect the physical condition of the

workplace, accompanied by a Management member of the Committee, not more often than once a month. The workplace inspection shall be conducted during the week following the Committee meeting.

2.3 All health and safety concerns raised during the physical inspection will be recorded on an appropriate workplace inspection form and signed by both members of the inspection team.

2.4 The workplace inspection form will be forwarded to the Joint Committee and to Senior Management within two days of the workplace inspection. Senior Management will inform the Committee of the status of the outstanding items by the next Committee meeting.

Recommendations of the Joint Committee

2.5 Senior Management will communicate in writing directly to the Co-chairpersons with regard to minuted recommendations of the Committee by giving their assessment of the problem, and outlining who is responsible for resolving the matter, along with a time frame in which the matter will be resolved.

Accidents and Accompaniment

2.6 The Joint Committee will designate members and alternates if required, chosen by those they represent, to investigate all serious workplace accidents, and incidents that have the potential for a serious accident. The inspection team will be responsible for overseeing that the requirements prescribed in Section 25 and 26 of the Act and Sections 5 and 6 of the Regulations for Industrial Establishments are carried out.

2.7 The Joint Committee will designate two members and/or alternates if required, chosen by those they represent, to accompany the Ministry of Labour Inspector while carrying out Ministry inspection of the workplace.

2.8 The members of the Committee representing workers shall designate a member and/or alternate(s) if required, to investigate work refusals. Senior Management and the Ministry of Labour will be informed in writing, the names of the worker(s) so designated.

MINUTES OF MEETINGS

3.1 The Committee will designate a secretary for the meeting to take minutes and be responsible for having the minutes typed, circulated and filed within one calendar week of the meeting, or as the Committee may from time to

time instruct. Minutes of meetings will be reviewed, and edited where necessary, by the Co-chairpersons, then signed and circulated to all Committee members and a copy forwarded to Senior Management before any broader circulation takes place. Agenda items will be identified by a reference number, and be readily available in a proper filing system. Names of Committee members will not be used in the minutes except to record attendance.

QUORUM

4.1 The Joint Committee shall have a quorum of _____ members present in order to conduct business. One Co-chairperson must be present in order to conduct business. If a Co-chairperson is absent, the other Co-chairperson will chair the meeting. The number of employer members shall not be greater than the number of worker members.

PAYMENT FOR ATTENDANCE AT MEETINGS

5.1 All time spent in attendance at Committee meetings or in activities relating to the function of the Joint Committee will be paid for at the member's current rate of pay for performing work, and the time spent is to be considered as time at work.

MEETING AGENDA

6.1 The Co-chairpersons will prepare an agenda and forward a copy of the agenda to all Committee members at least one week in advance of the meeting.

6.2 The Committee may accept any item as proper for discussion and resolution pertaining to health and safety, except to amend, alter, subtract from or add to, any terms of the Collective Bargaining Agreement. All items raised from the agenda in meetings will be dealt with on the basis of consensus rather than by voting. Formal motions will not be used.

6.3 All items that are resolved or not will be reported in the minutes. Unresolved items will be minuted and placed on the agenda for the next meeting.

GENERAL

7.1 All employees will be encouraged to discuss their problems with their immediate supervisor before bringing it to the attention of the Committee.

7.2 Committee members will thoroughly investigate all complaints to get all the facts and will exchange these facts when searching for a resolution to the problem. All problem resolutions will be reported in the minutes.

7.3 Medical or trade secret information will be kept confidential by all Committee members.

7.4 Any amendments, deletions or additions to these Guidelines must have the consensus of the total Committee and shall be set out in writing and attached as an Appendix to these Guidelines.

Signed at _____ Ontario, this _____ day of _____ , 199_ .

JOINT COMMITTEE MEMBERS

FOR THE COMPANY	FOR THE UNION
_____	_____
_____	_____
_____	_____
_____	_____
_____	_____

_____
Advisor